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Many States Strengthen Police Units In 1937

Police, State

Building up state police departments was an important law enforcement development of 1937, reports the International Association of Chiefs of Police. Twenty-two states accord state-wide forces full police powers. Twenty-two others which do not have the state forces provide for state highway patrols. The four jurisdictions lacking any type of state policing are Florida, Mississippi, South Carolina and Wisconsin.

Arkansas this year set up a state police department under a state police commission. Connecticut increased its police force and established a highway patrol under the existent state police system. Georgia created a new department of public safety to supervise its new highway patrol of 80 to 120 men. State police or highway patrol forces were strengthened by added personnel or increased administrative scope in Arizona, Indiana, Iowa, Kansas, Montana, North Carolina, North Dakota, Ohio, Oklahoma, Texas and Wyoming, while Nebraska established a new highway patrol system. Maine created a bureau of criminal identification in its department of state police, and New Mexico transferred its Bureau of Identification to the state police department.

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14 States And D.C. Launch Official Tax Inquiries

Taxation

Fourteen states and the District of Columbia have appointed special commissions or committees to look into state and local tax problems, according to the Federation of Tax Administrators. The states include: California, Georgia, Illinois, Indiana, Maine, Massachusetts, Mississippi, New York, North Carolina, Ohio, Oregon, Pennsylvania, Rhode Island, West Virginia and the District of Columbia.

These tax investigating units have broad functions, excepting the Mississippi committee, which must confine itself to gasoline tax evasions.

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States Begin '38 Sessions Tomorrow, Facing Much Critical Legislation

Amendments to broaden social security laws, consideration of housing authority enabling legislation, provision for interstate action on various subjects, and the financing of state business, from relief to salaries, are among the primary problems facing the nine states that meet in regular session in 1938, the Council of State Governments pointed out today. Summons from three of the state capitols--Kentucky, Mississippi and Rhode Island--will bring legislators into session tomorrow (Tuesday January 4). The day after (Wednesday January 5) Massachusetts and New York convene. Next week New Jersey and South Carolina will gather on January 11; and Virginia will meet January 12. Louisiana's legislature does not meet until May 9.

Most of these states have passed approved plans to gear into the Federal Social Security Act. One or two of them lack provisions for aid to the blind or to dependent children, or some other requirement delaying approval of their plans. Virginia lacks all of the public assistance provisions. In the field of low-cost housing two of the states--Mississippi and Virginia--have not yet empowered their municipalities to establish housing authorities and participate in the new U.S. housing program. New Jersey's law requires revision since it now provides only for a state-wide housing authority. Other matters which may be laid before legislators of these states include trade-mark registration, in New York; state civil service in Kentucky, Virginia and South Carolina; interstate action on flood control in Massachusetts; and uniform banking, insurance and marriage and divorce legislation, in cooperation with other states, in New York.

No rush of special sessions is expected in 1938 comparable to the last "off year" for legislative meetings, 1936, when 33 states held 46 such sessions. The 1937 record of specials totaled 19 in 14 states, as compared with the "normal" year 1927, when 7 states held one extra session apiece.

The 43 states that met in regular session in 1937 enacted some 17,000 laws, according to the Council of State Governments. Bills introduced totaled 55,000 or more. Of more than 800 measures urging amendments to state constitutions, legislators approved fewer than 150 for submission to the electorate.

Little Relief Load Cut Seen As Unemployment Benefits Start

Although unemployment compensation systems of 21 states and the District of Columbia begin paying out benefits this month, little resulting decrease can be expected in the total of relief cases, the American Public Welfare Association said today. A total of 30 states will have put their unemployment compensation systems into operation before the end of 1938.

Workers recently laid off will be first to benefit from unemployment compensation reserves that total over \$437,000,000 for the 22 jurisdictions. Several factors, however, indicate need for supplementary relief for these people: (1) the "time lag" between layoff and payment, which includes a variable waiting period of two to four weeks before the unemployed worker's application for benefits becomes active, plus the lapse of a week or two until the first benefit check comes through; (2) the fact that the benefit may be so low (in some states it is only \$5 a week; the maximum is \$15) that it cannot provide for a family caught without cash reserves; (3) the unsettled business conditions that may make it impossible to restore jobs to the newly unemployed before their benefit period of 12 to 20 weeks expires, thus necessitating a turnover to direct relief.

The experience of Wisconsin, pioneer unemployment compensation insurance state, indicates the necessity of supplementing benefits with relief, as recently reported. Wisconsin began paying benefits in July, 1936.

Snap judgment of the success of unemployment compensation as it goes into action for the first time on a large-scale basis is discouraged by the American Public Welfare Association. Unemployment insurance is designed to cushion the financial shock to job losers while new work is being sought, the Association points out, and it cannot be expected to solve the present abnormal situation. Moreover, amendment to some state laws with respect to administration of the waiting period and the size of benefits may be needed.

A word of warning also goes to states contemplating moving up operation of unemployment compensation systems not scheduled to function until 1939, with the thought of alleviating relief. Such procedure would destroy the soundness of the insurance system by draining it before it was ready, according to the A.P.W.A., and it could not be trusted to hold up either financially or administratively for any length of time.

The 21 states in which unemployment compensation systems begin paying out as of January 1 are: Alabama, Arizona, California, Connecticut, Louisiana, Maine, Maryland, Massachusetts, Minnesota, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, West Virginia (and the District of Columbia). Employees covered are estimated to total about 12,000,000. Other states that will begin paying benefits during 1938 are: Indiana and Mississippi, April; Iowa and South Carolina, July; Idaho, September; New Mexico and Oklahoma, December. Arkansas, Colorado, Delaware, Florida, Kansas, Kentucky, Michigan, Missouri, Nebraska, Nevada, New Jersey, North Dakota, Ohio, South Dakota, Washington, Wyoming, and Alaska and Hawaii, begin payments in January, 1939; and Georgia, Illinois and Montana, in July, 1939.

Many Cities Recodifying Laws To Modernize Regulations

Administrative codes, under which cities fix the law for conduct, delegate duties to officials and run other aspects of the municipal business, are being either modified or completely revised in numerous cities, the American Municipal Association said today.

New York leads the van with its new code that became effective January 1, as the city started to operate under its new charter. Saginaw, Mich. has completed a code under its new home-rule charter. Miami, Fla. and Wheeling, W. Va. are pondering possible new codes. Duluth and St. Cloud, Minn. are considering recommendations for such revisions.

The new code for New York City, which was submitted to and approved by the state legislature as a bill of 3,350 pages, is the result of two years' study by a specially appointed board. All the body of law pertaining to the city from its earliest days was examined, to discover which regulations were outmoded, and to restate pertinent laws in harmony with provisions of the city's new charter. New York's last recodification of local laws was made 53 years ago.

Wheeling and Miami sought the assistance of Public Administration Service, governmental consultants, in their new code construction. In Wheeling a detailed analysis of the present organization and administrative procedures of the entire city government is under way, and an organization plan will finally be formulated to fit the particular requirements and problems of the city. The proposed code for Miami has been completed and awaits adoption.

Preparation of a new and comprehensive code has been recommended for Duluth by the city's Governmental Research Bureau. When the Bureau, at the mayor's request, analyzed the city's administrative organization, it was found that the present city charter, adopted in 1912, provided for establishment by ordinance of police, fire, public works, park and water and light departments. Since the Council never adopted such ordinances, these departments, though evident and in operation, are not established by formal legal procedures.

The new codes considered by various cities differ from those formerly adopted in that they include extensive and detailed regulations of personnel service, financial procedures and the responsibility of officers for specific functions, the A.M.A. pointed out. Administrative codes, being in the form of ordinances, may be adopted and revised in most instances by the municipal governing body without referring the matter to legislature or electorate. Many ordinance codes are expected to undergo revision during 1938. Small cities not wanting to spend the money to prepare an entirely new administrative code may utilize WPA and NYA labor to analyze and organize existing ordinance material.

Finance Officers List Chief City Fiscal Events In 1937

Highlights of the changing picture of city finance during 1937 were listed today by the Municipal Finance Officers' Association in the following calendar:

JANUARY--Municipal bond prices reach all-time high.** School for Florida municipal finance officers.** Award for best public reports to Berkeley, Calif., Cincinnati.** Disastrous flood hits Ohio Valley.** Nebraska law providing state fund to replace surety bonds invalid.** Parking meters are held illegal in Alabama--legal in Florida.

FEBRUARY--MFOA executive committee criticizes tax limitations.** Municipal bond prices start decline.** Salary restorations become general over country.** Municipalities feel labor union pressure.**

MARCH--Municipal exemption from federal excise taxes cited.** Two hundred attend Central States Meeting of municipal finance officers.** Oregon and Virginia finance officers organize.** Supreme Court holds water salaries exempt from Federal income tax.**

APRIL--MFOA organizes county accounting committee.** Massachusetts rejects tax limitation law.** President Roosevelt asks for \$1,500,000,000 for relief.** Several cities undertake sale of delinquent tax lands.** Many more municipalities announce restoration of salaries to 1929 levels.**

MAY--Most municipalities pay employees and accounts by check--only few by cash.* Schenectady, N.Y., establishes unified finance department.** Seventy-five attend Wisconsin finance officers' school.** Constitutionality of Social Security Act is upheld.**

JUNE--Only 80 of 309 U.S. cities over 30,000 still collect taxes in one installment.** U.S. Census Bureau appoints special advisory committee for financial statistics of cities.** Greatly increased interest in pensions for all public employees.**

JULY--Cincinnati makes large saving by calling bonds prior to maturity.** National Committee on Municipal Accounting receives award for best accounting literature during 2-year period.** Accurate plan of forecasting revenues announced by Los Angeles and Galveston.

AUGUST--Interest ceases on municipal demand deposits.** New Federal municipal bankruptcy act passed.** Tax exempt status of municipal bonds and salaries in U.S. assailed by Federal officials.** Problem of relief becomes more acute for Ohio cities.**

SEPTEMBER--Standard practice in municipal accounting and financial procedures adopted at MFOA annual meeting in Boston, climaxing several years' work.** Many large cities and counties build own fire apparatus at large saving.**

OCTOBER--El Paso, Tex., saves by calling bonds.** Report of Urbanism Committee of National Resources Committee, "Our Cities," appears.** MFOA President Meyers announces committees on local government revenues and activities and on special assessments.**

NOVEMBER--Robert Copeland, city auditor, Revere, Mass., resigns after 42 years' service.** Kalamazoo, Mich., becomes first large debt-free city.** Investment Bankers' Association wants better ratings on municipal bonds.**

DECEMBER--Street light savings possible by new type contract.** Year closes with increasing interest and labor costs--lower commodity prices.** Tax collections losing four-year upward trend.** Local government revenue situation unsatisfactory.**

Housing "Dictionary" Suggested To Clarify Agencies In Field

In an effort to clarify the confusion caused by recent rapid shifts in the field of housing and to straighten out the complex names and functions appearing currently in the news, the National Association of Housing Officials today outlined the following "dictionary" of agencies, which in one way or another, play major roles in housing.

DIRECT ACTIVITY BY THE FEDERAL GOVERNMENT

F.S.A.--Farm Security Administration (of the Department of Agriculture). Superseded the Resettlement Administration and is engaged in the completion of that part of the Resettlement Administration's program dealing with the development of rural and suburban projects of both a large-scale and scattered nature. Administers the Bankhead-Jones Farm Tenant Act. Administrator: Will W. Alexander.

W.P.A.--Works Progress Administration. Superseded the Federal Emergency Relief Administration (FERA). It is the emergency agency directing the federal work relief program, which includes projects for the demolition of scattered, unfit housing or housing on publicly owned project sites and the construction of land improvements related to the development of public housing projects. Administers the Emergency Relief Appropriation Acts of 1935, 1936 and 1937. Administrator: Harry L. Hopkins.

LOANS AND GRANTS FOR LARGE-SCALE PUBLIC HOUSING

U.S.H.A.--United States Housing Authority. Supersedes the PWA Housing Division. Administers the United States Housing Act of 1937. Administrator: Nathan Straus. Only local public housing agencies, commonly called housing authorities, are eligible for U.S.H.A. loans and grants.

INSURANCE OF MORTGAGES

F.H.A.--Federal Housing Administration. Administers the National Housing Act. Administrator: Steward McDonald.

LOANS TO INDIVIDUALS

H.O.L.C.--Home Owners' Loan Corporation (of the Federal Home Loan Bank System). An emergency agency which formerly extended credit to home owners who were in danger of losing their homes and could be refinanced with government credit with some reasonable prospect of repayment of loans. Administers the Home Owners' Loan Act of 1933. Head: John H. Fahey, Chairman, Federal Home Loan Bank Board, the governing organization.

F.C.A.--Farm Credit Administration. An agency to handle complete financing of farms, including where necessary, construction or rehabilitation of houses. Administers portions of the Farm Credit Act of 1935. Head: William I. Myers, Governor.

LOANS TO HOME FINANCING INSTITUTIONS

F.H.L.B.S.--Federal Home Loan Bank System. Administers portions of the Federal Home Loan Bank Act and portions of the National Housing Act. Head: John H. Fahey, Chairman, Federal Home Loan Bank Board.

(MORE)

INSURANCE OF INDIVIDUAL ACCOUNTS IN HOME FINANCING INSTITUTIONS

F.S.&L.I.C.--Federal Savings and Loan Insurance Corporation. Administers portions of the Federal Home Loan Bank Act. Head: John H. Fahey, Chairman, Federal Home Loan Bank Board.

ORGANIZATION OF LOCAL HOME FINANCING INSTITUTIONS

F.S.&L.S.--Federal Savings and Loan System. Administers portions of the Federal Home Loan Bank Act. Head: John H. Fahey, Chairman, Federal Home Loan Bank Board.

Among private national agencies in the field are: The National Public Housing Conference, which fosters education in this phase of housing; the National Housing Committee, which has an educational program including all phases of public and private activity in housing, and the American Federation of Housing Authorities, a group of state and local authorities formed preceding passage of the U.S. Housing Act of 1937.

The National Association of Housing Officials is an organization of public administrators which is designed to improve administrative practice and clear information for public housing agencies and officials.

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Release No.6: For Sat., Jan. 8

International Police Radio Tests Planned For 1938

Police-Communication - Rad.

The police radio net will extend in 1938 into international zones, according to the International Association of Chiefs of Police. Tests for message exchange across the borders of the United States will be started from New Orleans, where the police department has been licensed by the Federal Communications Commission to conduct the experiment with Mexico City and Havana, Cuba. Buffalo and Detroit stations, on the northern border, have tentative plans to experiment with Canadian contacts.

Still in the mapping stage is the proposed plan to coordinate communication facilities of the Federal Bureau of Investigation, the U.S. Army, Navy and Coast Guard and the state and municipal police departments. State-wide radio hook-ups now number about 20, while municipal and county broadcasting facilities total around 600.

Inter-city radio communication between police takes on a new aspect this month, when a Federal communications rule goes into effect requiring all long-distance police messages to be sent in code, through zone or inter-zone stations, which exist in 20 or more cities.

Police communication by radio, the I.A.C.P. points out, has grown over a period of nine years from one station established in 1929 in Detroit, to include more than 2,000 radio licensees over the country.

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States Listed With Wage-Hour Laws Show Varied Provisions

As the nation watched Washington to see what action Congress would take on the widely debated wages and hours program recommended in the presidential message, information furnished today by the Council of State Governments showed that twenty-two states and the District of Columbia now have minimum wage laws, and that nineteen states and the District of Columbia have general maximum hour laws applicable to women, though all but a few non-industrial states have some sort of hour limitation in particular occupations.

The twenty-two minimum wage states (most of whose laws apply only to women) are: Arizona, Arkansas, California, Colorado, Connecticut, Illinois, Massachusetts, Minnesota, Nevada, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Utah, Washington and Wisconsin.

Purely informational in intent, the Council's round-up shows that in 1937 Colorado, Connecticut, Massachusetts, Minnesota and Wisconsin strengthened existing minimum wage laws and Oklahoma adopted the first such general law applying to men as well as women. Nevada enacted a flat rate minimum wage law combined with an hours law for women. Arizona, New York and Pennsylvania passed new minimum wage laws of the wage-board type for women.

Most of the general state hour laws, like the wage laws, apply only to women. In the effort to lighten the labor load for workers, Pennsylvania took the lead in 1937 not only in reducing its maximum from 54 to 44 hours per week, but making the new standard apply to all workers - men as well as women. North Carolina established a ten-hour day, 55-hour week for men, reducing women's hours from ten to nine daily and from 55 to 48 weekly.

Pennsylvania now has the 8-hour day as well as the 44-hour week. Provision for the 8-hour day and 48-hour week for women has been made by 12 states (Arizona,

(MORE)

California, Connecticut, Illinois, Kansas, Nevada, New Mexico, New York, Ohio, Oregon, Utah, Wyoming) and the District of Columbia. The 48-hour week and 9-hour day for women have been enacted in three states (Massachusetts, North Carolina, Rhode Island), while one state (New Hampshire) has a 10-hour day and 48-hour week. Colorado and Montana have the 8-hour day. Illinois, Nevada, New Hampshire, North Carolina, Ohio and Pennsylvania last year enacted legislation covering either daily or weekly limits or both. Of these states, only North Carolina and Pennsylvania have general provisions affecting men and women both. The term "general" applied to these laws means state-wide coverage of all occupations with specific exemptions for some classes of work. Many recent changes have been made in various state laws, however.

There is a strong current among states toward extension of hours laws, although there is noticeable variance in coverage, application and number and extent of exceptions allowed. New York made the widest extension of application last year, limiting daily and weekly hours of women and boys under 18 in hotels and restaurants and providing for the 1-day-rest-in-7 for all employees in these places. Kitchen and culinary workers in New York state institutions are included in the 8-hour day, 48-hour week and 6-day week. The previous exception for canneries was abolished in Pennsylvania; also employees of the state, political subdivisions and public institutions are now covered by the new 8- and 44-hour law.

Ohio, while keeping the majority of specified exemptions, has turned from enumerated to general coverage. Women in beauty parlors and certain offices are now protected by hour regulations in Illinois, where the weekly day of rest requirement, as in Pennsylvania and Massachusetts, is expanded to cover additional groups of employees largely in service industries.

Arkansas enacted legislation covering hotels, restaurants, banks, insurance companies, public utilities and elevator operators in all establishments, although retaining the 9-hour day and 54-hour week standard.

Pennsylvania's drastic "work-week" law, which covers about 3,000,000 workers, was to go last week before the state Supreme Court for a test of its constitutionality.

1 Housing agencies, Administrative

5-Point Program Urged To Fill City Jobs In New Housing Program

A five-point program to help cities select personnel to administer their low-cost housing programs under the 1937 United States Housing Act was recommended today by the Committee on Personnel Standards of the National Association of Housing Officials. At the same time the N. A. H. O. announced that new municipal housing authorities are being established at the rate of one a week.

The committee report outlines general principles for selecting the new job-holders and suggests the duties and qualifications for the three key positions on housing authority staffs--executive director, technical director and director of management division or housing manager.

Primary principles are these:

1. Staff positions should not be restricted to local residents; both staff personnel and other employees should be recruited from as wide a field as possible. Later interchange of personnel with other municipal agencies is to be encouraged.
2. Housing positions should be filled only by persons fully qualified under strict standards and methods of examination. Considerations of relief or patronage should have no weight. Civil service protection is desirable.
3. Major positions should be filled whenever possible by those who have been trained in public administration and wish to engage in it as a career. Special training in housing problems is valuable.
4. There should be no differentiation between men and women of equal qualifications.
5. A college degree should not be regarded as an absolute prerequisite for major positions, but the understanding, ability and facility to be expected from a college graduate should be required.
6. The functions of a housing authority should be carefully coordinated with the other functions of the municipality. The housing authority has its own specialized field of operation and should not duplicate other governmental functions: the city planning department should be called upon for selection of sites; the welfare activities and supervision of playgrounds should be taken care of by the appropriate existing agencies.

The report defines training and experience, duties and personnel qualifications of each of the key-men on the housing authority staff; and suggests that local authorities maintain a salary scale equal or above that for corresponding municipal positions.

Cities Again Face Spending Unknown Millions For Snow Removal

Although it is known that snow-belt cities, small and large, spent millions last winter for snow removal and ice clearance, it is impossible for any given city to estimate what the cost will be this winter, the American Public Works Association said today. The reason: weather's unpredictability.

Snow and ice-fighting expenditures for 1936-37--a mild winter--in per capita terms for a sample dozen cities ran from six cents to \$2.29. The importance of the expenditure is shown in the fact that cities in many cases spend more for snow removal than they spend for street cleaning. For example, four of the northernmost cities for which the American Public Works Association had figures, last winter spent three times as much for snow removal as for other kinds of street cleaning.

The best basis for a plan for snow removal, both to keep down costs and to improve operations, is a definite understanding between the city council and the snow removal official as to the extent of services to be provided, a report now being prepared by the American Public Works Association finds.

The report emphasizes the necessity of organizing a course of action, on paper, against this anticipated emergency. Allocation of man-power and equipment should be charted, so that when the emergency hits, orders can be followed with machine-like efficiency. Since few cities have enough employes and sufficient equipment in the street cleaning department to take care of a big snowstorm, it is suggested that they utilize employes of other municipal departments--water, refuse collection, park maintenance and engineering. Other sources for supplementary labor, which must be carefully supervised, include relief labor agencies and unemployed and floating labor groups.

Snow removal organizations in most cities are planned either for two or three shifts, so that the work can proceed without interruption day and night. The customary arrangement, the report found, is to provide for two complete crews of laborers, foremen, supervisors and other necessary employes, each of which works for twelve hours and rests for twelve hours; or for three eight-hour shifts if sufficient man-power is available.

Public Welfare - Admin

New York Joins Cities Centralizing Jobless Relief Under Welfare Unit

Centralizing in its department of welfare almost all its welfare activities, New York City joins several other large American cities which have set up emergency unemployment relief under the "permanent" service. Cleveland, O., and San Francisco were two of the municipalities taking similar steps within the last year, according to the International City Managers' Association. Philadelphia and St. Louis are among the few large cities that continue unemployment relief work under separate administration.

New York City's department of public welfare became the largest in the country when it worked into the consolidation nearly 10,000 Emergency Relief Administration employees. The centralization, as described by William Hodson, Commissioner of Public Welfare, in the forthcoming issue of "Public Management," magazine of the International City Managers' Association, includes all forms of welfare except aid to dependent children and hospital care.

Anticipating new management problems, New York is conducting an experiment to test the operations involved by a concurrent decentralization in the administration of welfare services. An experimental welfare center has been set up to administer all the forms of aid--old age assistance, aid to the blind, veteran relief, shelter care, licensing of charitable solicitations, care of destitute children, operation of a municipal camp for homeless men, welfare information and other activities. Similar centers will be established gradually in the various boroughs.

Instead of separate staffs administering the various kinds of relief, it is proposed to administer all types of aid through a single unit. This means that each investigator will be assigned to a geographical area and will handle all phases of public assistance in that area. The advantage anticipated, says Commissioner Hodson, is "a greater opportunity for more effective service to the needy, for saving of time and effort on the part of both applicant and agency worker, and for broadening and improving the skill, ability and experience of the welfare staff worker."

9 States To Vote This Year On Constitutional Amendments

At least nine states this year will hold popular elections on constitutional amendments on subjects ranging from race betting to homestead exemption, a tabulation published by the National Association of Secretaries of State and the Council of State Governments showed today.

The states and a partial list of proposed amendments are as follows: Alabama-- restriction of highway and motor vehicle taxes to construction and maintenance of state highways; permitting county sheriffs to succeed themselves; Florida -- \$5,000 homestead exemption law; state support of public schools; Illinois -- repeal of so-called double liability of bank stock owners; Maine -- lengthening residence requirement to qualify as voter; Michigan -- salary increases for elective state executive officials; New Jersey -- legalizing horse-racing and pari-mutuel betting (if 1938 legislature re-adopts); Oklahoma -- retirement allowance provision for state and school employes; concerning membership of house and senate and fixing an annual salary for members of legislature; South Dakota -- re-apportionment of state legislature; Wyoming -- deposit of public money and payment of interest on it at rate paid on private deposits.

1937 was a lean year for direct state legislation by the people, the Association's report found. Voters of only eight states were asked to submit their wishes on a total of 52 measures, in contrast to 1936, when they passed on 180. About one-fourth of the 1937 proposals were approved. No state voted on initiated statutes.

The index of subjects upon which voters gave their direct decision included such matters as city-county consolidation, constitutional convention, taxation for highways, legislative re-apportionment, sessions and salaries, liquor control, social security, homestead and personal property tax exemptions and public welfare levies.

Georgia led the van with 26 constitutional amendments. Among them were: provision for state assistance to the aged, needy blind and dependent children; homestead exemption; authorization of a property tax classification; and zoning and planning enabling legislation. New Mexico defeated all five of the proposed constitutional amendments, one of which would have provided for an increase in legislative salaries. New York constitutional amendments adopted included one increasing the term of the governor and lieutenant-governor to four years, another lengthening the term of assemblymen to two years, both effective with 1938 elections. In Tennessee a referred statute on prohibition repeal was defeated.

Police Report Cities Regulating Ambulance Speed

Ambulances in Phoenix, Ariz. can have no sirens. They cannot "run" red lights. There has been only one accident involving an ambulance during the six years the special ordinance making these rules has been in effect.

This fact was reported today by the International Association of Chiefs of Police, which lists Phoenix as one of a small but growing number of cities whose councils have decided that ambulances do not belong in the special category of "emergency" vehicles, like fire engines and police cars, exempt from ordinary traffic regulation. These cities have adopted, in some cases made more stringent, the model traffic ordinance of the National Conference on Street and Highway Safety, which provides that ambulance traffic rule exemptions shall not protect their drivers from consequences of reckless driving. Youngstown, O., for example, allows an ambulance to run a red light only when a police officer is at the corner. Fort Worth and Houston, Tex. have set up speed limits applicable to ambulances only.

A court decision with likely bearing on the future regulation of ambulances was handed down recently by the Georgia Court of Appeals. The owner of a private car that figured in collision with an undertaker's ambulance was held entitled to action for damages because the ambulance was exceeding the legal speed of 40 m.p.h. at the intersection.

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Trailer Dental Clinics For Schools Tried By City And State

Health departments are finding the trailer a useful addition to their facilities. Shreveport, La. and Caddo Parish, in the far South, and the state of Kentucky, are reported by the International City Managers' Association as utilizing trailers for motorized dental clinics.

With the cooperation of the school board, the local dental society and the Parent-Teachers' Association, Shreveport furnished a trailer completely equipped with dental appliances, hot and cold running water and electric sterilizers. The motorized dental clinic, in charge of a dentist and a woman assistant, calls at each school to examine the teeth of children in the first four grades. Indigent children are treated free of charge. The dental clinic cost taxpayers \$8,700 for the first year of operation.

Kentucky has two trailer dental clinics for school children. Each trailer has one dentist and one assistant, who will reach every rural schoolhouse in the state.

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55th Year Finds 850 Governmental Units In U. S. Under Civil Service

Fifty-five years of civil service in the United States have put the merit system of public employment into operation in more than 850 governmental jurisdictions, but 1938 finds it lacking in 34 states and thousands of local governments, the Civil Service Assembly commented today, in observation of the opening of National Civil Service Week (Jan. 16-22).

Programs this week commemorating the 55th anniversary of the original federal civil service act will emphasize the fact that in 1937 civil service legislation reached an all-time high mark at state and local levels, according to the Civil Service Assembly. Five states--Arkansas, Connecticut, Maine, Michigan and Tennessee --adopted comprehensive merit system laws during the year, adding about 30,000 state employes to the civil service roster. Three counties and 28 cities voted to come under civil service, adding several thousand municipal employes.

At the federal level, civil service changes proposed are still hanging fire--the Ramspeck Bill that would give statutory permanence to the executive order placing 14,000 first, second and third-class postmasters under civil service; the McKellar Bill that would virtually cancel that order, and other bills seeking to put into effect recommendations of the President's Committee on Administrative Management.

The original civil service law was the Pendleton Act of 1883, passed soon after President Garfield was assassinated by a disappointed office-seeker. It applied to the federal civil service only, and embraced about 14,000 employes. This number has been extended to more than 532,000 in the national government--about 63 per cent of the total number--and the U.S. Civil Service Commission's work has expanded from a limited to a wide range of personnel functions.

The first state civil service law was enacted in 1883 by New York. Fourteen states now hire most of their employes through civil service. Among the local governments, Albany, Syracuse, Utica and Yonkers, N.Y., were first to set up merit systems of employment, all passing legislation in 1884. Five years ago, when the last country-wide count was made, about 60 per cent of the municipal, and 15 per cent of county, township and district employes were under civil service. This percentage has increased appreciably.

23 States Have Sales Tax, Others In Session Considering It

Twenty-three states now have sales taxes, differing greatly in form, coverage and exemption, information furnished today by the Federation of Tax Administrators shows. With nine state legislatures in session this year, Massachusetts and New Jersey are considering a sales tax measure and Mississippi's Governor Hugh L. White in his message urged reenactment of that state's sales tax and in addition, passage of a use tax.

Among the other states in 1938 session, Kentucky, New York, Rhode Island, South Carolina and Virginia have no form of sales tax. Louisiana, which meets in May, already has a general sales tax. States which in one form or another have passed this widely debated "emergency" tax, relatively unknown before the depression, are:

Arizona, New Mexico, North Dakota, South Dakota, Missouri, Louisiana, Illinois, Mississippi, Alabama, North Carolina, West Virginia, Indiana, California, Washington, Utah, Wyoming, Colorado, Kansas, Iowa, Arkansas, Michigan, Oklahoma and Ohio.

States which have had sales taxes of some variety and permitted them to lapse include Georgia, Maryland, New York and Pennsylvania. In Idaho, Kentucky, Maine, New Jersey, Oregon and Vermont, sales taxes have been repealed or invalidated.

Sales taxes go under various names and have a number of administrative variations. Indiana, for example, differs from other states in that it has a gross income tax applying to all personal incomes as well as to business receipts. The Louisiana tax, although known as a "luxury" tax, applies essentially to the same items covered by the sales tax elsewhere. In still other states the levy is known as a gross receipts tax, occupational tax, consumers' tax or gross sales tax. Certain states like Connecticut, Delaware, Pennsylvania, Virginia and the District of Columbia, although having a restricted low rate mercantile tax under one per cent, are generally excluded from the sales tax classification. In 1937 Florida and Minnesota had small gross receipts levies as part of their chain store taxes. Experts estimate that sales taxes ranked second in revenue production of all state taxes levied, being preceded only by the gasoline tax

Planning Agencies' Aid Held Necessary In Housing Program

Planner

Local and state planning agencies face a work program for 1938 that allies them closely with the operation of the new U.S. Housing Act, the American Society of Planning Officials said today in a review of 1937 planning progress and a forecast for the new year. The Society recommended that city planning and state planning boards cooperate with housing agencies to insure complete success for the nation-wide low-rent housing program.

Zoning ordinance revision, establishment of land policies for cities and surveys of local conditions bearing upon selection of housing sites were listed among effective functions a planning agency could perform to expedite local housing action.

Many cities sought to revise their zoning ordinances in 1937. Detroit, only metropolitan city in the country without a zoning ordinance, has one in council. A municipal land policy, lacking in most American communities, is expected to come in for further consideration this year. With large numbers of tax delinquent lots within and adjacent to city areas, and with quantities of land reverted to local and state governments, cities have an opportunity that may not be duplicated to acquire land reserves for future municipal purposes, such as park and school sites, airports, parking lots and low-rent housing sites.

Highlights of planning during the past year, listed by the American Society of Planning Officials in its current News Letter to its membership, follow:

City Planning: New York City's new "advance-style" city plan commission, with a salaried chairman and commissioners, created by vote last November, places New York in a strong position to lead in the metropolitan planning of the near future.

State Planning: With all but two states--Delaware and Maine--having state planning agencies, governors and state legislatures made increased demands for all kinds of information from these sources in 1937. State planning reports of 1937 dealt with such subjects as land use, highways and traffic, tax delinquency, commerce and industry, recreation, state institutions and housing.

Regional Planning: Creation of seven regional planning authorities, proposed by President Roosevelt last June, is still under Congressional consideration. In 1937 a new metropolitan regional planning agency was established in Cleveland. The Interstate Commission on the Delaware River Basin was an example of a new and promising method whereby state and local planning agencies working with legislatures plan for interstate programs.

National Planning: Although establishment of a permanent federal planning agency awaits action of Congress, federal agencies having to do with planning, such as the National Resources Committee, the U.S. Department of Agriculture, the Federal Housing Administration, the Farm Security Administration, the Bureau of Reclamation, the Forest Service and the Soil Conservation Service were active during 1937. WPA assistance to city, county and state planning boards represented important federal aid to planning and invaluable support to planned programs at state and local levels.

Manager's Diary Forecasts Housing Project Inhabitants

What kind of people will live in the nation's new low-rent housing projects?

The experience of Abraham Goldfeld as manager of Lavanburg Homes, one of the first low-cost private housing projects, showed that children outnumbered adults, 3 to 2; the average adult wage-earner made from \$30 to \$35 a week, and occupations ranged from auto mechanic to waiter. The National Association of Housing Officials, today announcing publication of Mr. Goldfeld's "Diary of a Housing Manager," points out that except for tenant income, which in the case of the present public housing program will probably be lower, Lavanburg Homes offers an interesting forecast on publicly operated housing projects.

Mr. Goldfeld, who for ten years headed Lavanburg Homes, built on New York's Lower East Side in 1927, quotes these statistics in his "Diary:"

Tenants of the project, upon its opening in 1928, numbered 547, of whom 329 were children. There were 168 boys; 161 girls; 111 women and 107 men. Wage-earners of these families, who represented a portion of New York City's 550,000 tenement population, followed 38 different trades. Among them were cloak operators, peddlers, taxi and truck drivers, shipping clerks, street cleaners, sales clerks, barbers, bookbinders, bakers, embroiderers and plumbers. Their incomes ranged from nothing at all--relief agency support--for nine of the families, to more than \$45 a week, in five cases.

With so many children in the house, one of the immediate problems was the noise and untidiness they caused by playing in courts and hallways. Mr. Goldfeld's solution, until a roof playground could be provided, was to designate a group of older boys, who called themselves "commissioners," to help maintain order. With cooperation from adult tenants necessary on many matters, socializing and educational activities became an important duty of this housing manager. At Lavanburg Homes clubs and groups with voluntary memberships were formed for many purposes, from nursery school to play-producing.

Mr. Goldfeld is a forerunner of the profession of housing manager now growing with the advent of public housing. His ten years' experience as director of the private housing project found him with these conclusions:

The effectiveness of a low-rent housing project depends in large part upon its manager, who must be ingenious, resourceful and understanding.

"Without government participation in heavily subsidized housing, the tenement dweller will have to go on living, as he nearly always does, in filthy, insanitary, below-standard houses." After ten years, Lavanburg Homes, which was built with the idea of inspiring similar non-profit investment by men of means, still remains "an oasis in the desert of the slums."

Electric Map Charts Position Of Michigan's Police Patrol

A mechanical map that shows the position of every cruising police car in lower Michigan and makes possible the construction of easily visualized police blockades at short notice is the latest contribution to Michigan State Police efficiency, according to the International Association of Chiefs of Police.

The map, located in the East Lansing headquarters of the state police, is backed with electric charging screens. Anywhere on this map the dispatch officer can plug in tiny bulbs, each bearing the number of a state police automobile, to show where it is stationed. When need occurs for quick action, the radiocaster broadcasts, at the dispatcher's order, the positions to be taken by the various cruising cars. The dispatcher at the same time indicates on the map, and by corresponding identification cards, the new assignments of the cars. The cars of peace officers other than state police which are assigned to jobs also appear in the charting. The dispatcher records in a card index detailed information on the disposition of all orders, thus making available running accounts of troopers', sheriffs', and other peace officers' work.

Michigan's mechanical map device is an adaptation on a wider scale of the plan which a number of cities (among them New York City, Quincy, Mass. and St. Louis, Mo.) operate for checking on local radio patrols.

* * *

1,000 Localities In 27 States Now Enjoy "Community Forests"

Nature-seekers of more than 1,000 American cities and counties in 27 states can hike or picnic without running into "no trespassing" warnings. That many localities now have community forests that total nearly 3,000,000 acres, reports the International City Managers' Association. Their purpose is to produce fuel and timber, protect watersheds, and provide recreation and wild life refuges.

Among the states that have enacted legislation authorizing acquisition of town or county forests are New York, New Jersey, New Hampshire, Vermont, Massachusetts, Pennsylvania, Indiana, Ohio, Minnesota and Wisconsin. Massachusetts and Wisconsin laws empower state forestry departments to take over general supervision of the forests in their towns and counties. The state forestry department in Massachusetts will map and make five-year plans for any town forest upon request from the town authorities.

* * *

Many Cities Save By Using Callable Bonds, Report Shows

The many American cities now planning their annual budgets or drafting long-term financial programs will look with special interest upon the report of the Committee on Municipal Debt Administration of 'the Municipal Finance Officers' Association, which finds that scores of municipalities and counties during the period 1933-37 made phenomenal interest savings by using their callable bond privilege.

The report entitled "The Call Feature in Municipal Bonds," has just been published by the Municipal Finance Officers' Association of the United States and Canada. The committee bringing it is composed of seven city officials, one bond man and one statistician, and the report is an exhaustive study of what use cities may make of callable bonds.

The report observes that time will tell how many other municipalities will take a leaf from the book of big business and install the callable bond in their financial policies. This type of bond is fairly common in private corporate financing. Among cities using the callable bond to a limited extent in one form or another are: New York, Chicago, Los Angeles, Cincinnati, Fort Worth, Detroit, Erie (Pa.), Tallahassee and Dearborn. These cities during depression years were able to make savings by callable bond operations, because at early dates they had reserved in their 4, 5 and 6% bonds the right subsequently to call them and pay off bondholders in cash. The cash was secured by selling new refunding bonds; and the great reduction in their interest burdens was because bonds could be sold in a 2 to 3% market.

The report observes that New York City, for example, in 1935 called \$50,000,000 of $4\frac{1}{4}\%$ obligations due in 1960 but callable since 1930. \$16,000,000 were retired and the remainder refunded at a lower rate of interest with a total net savings to the city of \$10,380,685. Among smaller cities, Bellingham, Washington, saved \$32,745 by calling and refunding \$256,000 of bonds; Haverford Township, Pennsylvania, saved more than \$350,000 on several calls and refundings totaling \$1,088,000.

The report points out that the current municipal bond market is not a good time to issue callables because interest rates are low. It predicts that when a high level of interest rate again appears - perhaps not until another boom period is well under way - the call feature will probably be more commonly inserted in municipal bonds. Possible savings from use of the optional privilege are now rather vivid in the minds of public officials. A wider usage in the future promises to be one of the more permanent effects of the Great Depression upon municipal finance.

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Sound Reserve Plans Urged In Report On City Pension Systems

Two recommendations were made today for those cities tussling with the problem of pension systems, in a report published by the Municipal Finance Officers' Association:

That all local government retirement systems should be set up under the actuarial reserve plan in order to spread the costs equitably and certainly over the period of years worked by the employee; and that compound interest thus be allowed to carry a substantial portion of the cost. The report also recommended that retirement systems, under most conditions, should be jointly contributory.

Hundreds of city officials are vitally concerned with the pension problem because public employees do not come under provisions of the Social Security Act.

Under the actuarial reserve plan of pension systems (which the law requires insurance companies to follow) an actuary estimates the future costs of benefits on the basis of mortality and experience tables, and is able to adjust yearly payroll sums plus interest which must be accumulated for the municipality to meet its benefit obligations during any year. The reserve thus includes compound interest earnings which bear a large share of pension costs and reduce the amount of contributions necessary from both employees and municipalities. Compound interest earnings on one dollar saved annually during a period of forty years amount to \$44.55.

Costs of a retirement system depend upon: age distribution and life expectancy of employees; rate of resignation, dismissal and disability, and the classes of benefits chosen plus factors that vary from city to city, the report says. In 1933 city employees participating in the New York State Employees' Retirement System contributed 4.94%; municipalities, 3.09% of payroll, thus effecting average contributions totaling 8.03%. Before deciding what benefits a retirement system shall include, an actuary should determine the costs so that contributions may be easily allocated and reasonable pension limits maintained.

The main object of a pension plan is the super-annuation benefit, the report points out, although disability and death benefits are important considerations. While the retirement age may differ with occupation, sex and even locality, it should be determined on the basis of duration of useful service. An earlier retirement age affects costs adversely.

The actuarial reserve plan preserves an equilibrium between benefits and costs by computing the payments necessary to meet future obligations, the report finds. Small-scale retirement systems generally are not workable because of the administrative expense necessitated. Only New York and New Jersey have procedures whereby small city pensions may be incorporated into a state-wide plan.

* * *

N.Y.City W.P.A. Spent \$500,000,000, Employing 248,000 Peak In 2 Years, Study Finds

The W.P.A. in New York City employed at peak 248,000 people, and spent in two years half a billion dollars, one-seventh of all W.P.A. expenditures in the nation, it is reported in a volume by John D. Millett published today by Public Administration Service of Chicago. The author refers to New York City as the "49th" state for W.P.A., since it is the only city dealing directly with Washington; but its experience throws light on work-relief problems in other cities.

The early confusion which marked W.P.A. - such as putting musicians to ditch digging - Mr. Millett finds was largely due to the pressure for speed; in New York City more than 100,000 persons were put to work in two months. As the variety of projects developed, workers were fitted to their jobs; during the summer of 1937 nearly 40,000 people were on white-collar projects in education, health, recreation, research and other activities.

Mr. Millett cites the findings of several commissions of review that over 95% of the projects were "worthwhile and desirable" undertakings and that compared with private enterprise, their engineering efficiency was about 70%. A citizen's committee reported that "there is no more - and probably no less - boondoggling in work relief administration than in private business or the trades and professions generally."

The author finds that more than 70% of the total outlay for W.P.A. has gone into the hands of those having relief status, and asserts that so-called "administrative" expenses have been no higher in W.P.A. than for home relief. Many of the "administrative" employees themselves were relief workers.

Lieutenant-Colonel Brehon B. Somervell, W.P.A. administrator for New York City, reports that during the two years ending June 30, 1937, 81% of the total spent on improvements to public property (in contrast to service activities of the city) came from W.P.A., only 13% from the city budget. While work-relief costs have been more than twice as much per case as those of home relief, Mr. Millett asks whether the public has not obtained value received in nearly two hundred new playgrounds, the rehabilitation of the park system, the paving of hundreds of miles of streets (without assessments upon property owners), the removal of disused streetcar tracks and the painting, repair and enlargement of schools, hospitals and every type of public building.

Public Welfare Units Urged To Aid Mental Health of Dependents

Public welfare departments in American cities are in a strategic position to help develop and promote mental health among the dependent children, aged pensioners, the blind and the unemployed under their supervision, Clara Bassett, consultant in psychiatric social work for the National Committee for Mental Hygiene, reported to the American Public Welfare Association today.

The fact that the public welfare agency comes in contact with all kinds of dependents makes it possible to apply mental hygiene where it is most needed and too little used, according to Miss Bassett. Careful studies of relief cases, for example, show that "10 per cent or more of the breadwinners are considered to be unemployable because of nervous and mental disorders....Long continued unemployment is in itself a serious mental health hazard, and many with otherwise fairly well-adjusted personalities may develop serious nervous and mental symptoms when subjected to this additional strain."

Use of the mental hygiene approach "is not a technique that should be reserved for only those cases presenting the most obvious symptoms of serious mental derangement," Miss Bassett points out in "Public Welfare News," the Association's bulletin to its membership. It should be integrated as "an indispensable element in all of the work of the public welfare department and in all of the case work of all the social and institutional workers on its staff." She urges an "ever-increasing" emphasis in public welfare programs on the study, treatment and prevention of mental health problems and on the development of adequate psychiatric clinic services, now available to only a limited degree.

Public welfare, says Miss Bassett, can utilize mental health treatment as a valuable ally especially in the following cases:

Aid in the diagnosis and treatment of delinquent children; in treatment of the frequent serious mental health problems of the aged; in probation, parole and pardon work with adolescent and adult delinquents; in assessing possibilities for vocational training and placement of the physically handicapped--the blind, the deaf, the crippled and the arrested-tubercular patients.

Until the public welfare department can develop its own psychological and psychiatric clinic service, or can arrange for the service through some other governmental agency, Miss Bassett points out, staff workers should learn to use every other public and private clinical resource in the study and social treatment of their cases.

City Manager Government Reaches Its 30th Birthday

City manager government celebrates its thirtieth birthday this month. The movement which began when Staunton, Va. passed an ordinance in January, 1908, to hire a "general manager," has grown to include, in January, 1938, a total of 465 cities and 7 counties, the International City Managers' Association announced today. Eleven cities in 1937 joined the list of council-manager cities.

First large city to attempt the new governmental experiment was Dayton, O., following the devastating flood in the spring of 1913, when the incumbent government failed to function effectively. Dayton and Springfield, O. installed the plan on January 1, 1914. Before the year was over, eight city managers met in Springfield for the first conference of the "City Managers' Association," later re-named the International City Managers' Association.

Acceptance of the new form of government during the following years was widespread among cities concerned with adopting new charters. From 1911-20, of all the charters adopted in 11 home-rule states, 35 per cent were of the council-manager type. In the next decade this percentage increased to 71.

Council-manager municipalities in the United States range in size from Polk City, Fla., with a population of 222, to Cincinnati, O., population 451,160. In addition to the cities and counties under an "approved" form of the manager plan, there are 155 other cities and 36 counties that have some modification of it. San Francisco is the largest city that might be considered as having a modified form of the manager plan. An "approved" council-manager municipality, according to the I.C.M.A., must appoint the manager by an elected council; must make him solely responsible to the council for administrative affairs, and must give him broad appointment and removal powers over administrative officers subject to civil service regulations.

The 472 council-manager governments include 19 cities outside the United States: 14 in Canada, 4 in Ireland and 1 in Porto Rico. Seventeen of the 94 U. S. cities with over 100,000 inhabitants are council-manager cities. In the population group of 50,000-100,000, the ratio is slightly higher than one in four.

Adoptions in 1937 of the council-manager form of government include: Alameda, Calif., which had previously relinquished "approved" standing; Cedartown and Moultrie, Ga.; Jacksonville Beach and Lake Worth, Fla.; Shillington, Pa.; Middlebury and Hardwick, Vt.; Rehoboth, Del.; Greenbelt, Md. and Orange, Va. Little Rock, Ark. will vote on February 14 in a special election "for home rule or against home rule;" Rochester, Minn. citizens will vote sometime this year on a council-manager charter now being drafted by a special commission. The question is a public issue in Grand Forks, N. D., Des Moines, Indianapolis and Chicago. Verdun, Quebec, suburb of Montreal with population of 62,000, will become a council-manager city as soon as the provincial legislature approves the charter amendment already adopted.

24 Cities Operate Own Abattoirs As Health Measure

Twenty-four American cities have municipally-operated abattoirs, a survey by the American Municipal Association and the International City Managers' Association showed today. These cities took over meat slaughtering as a public health measure, and there is indication of a growing acceptance of this unusual municipal function, the survey finds.

Thirty per cent of the meat sold in this country is produced and consumed within the same state, the report points out, and is therefore exempt from the federal meat inspection laws covering interstate shipments. To protect consumers of this 30 per cent, state and local governments must set up standards and inspection rules.

While some municipalities seek to solve the problem by comprehensive ordinances regulating the construction, location and number of private slaughtering plants, cities in at least one-fourth of the states, according to the report, are specifically authorized to build and operate abattoirs, usually supervised by the health department.

Among cities of the 24 that have such plants are: High Point, N.C., which built the first municipal abattoir in the country, in 1903; Baton Rouge, La.; Beaumont and Austin, Tex.; Albany, Ga.; Winston-Salem, N.C.; Logan, Utah; and Waterbury, Conn. These plants cost from \$2,000 to \$102,000 to build. Most of them are self-supporting, including the cost of inspection. Among cities with very comprehensive meat-slaughtering ordinances are Seattle, Wash.; Charlotte, N.C.; Grand Junction, Colo., and San Francisco.

The municipally operated abattoir, according to the report, has the advantages of: (1) centralizing meat inspection at slaughter, thus reducing the number of places of inspection and eliminating objectionable slaughter houses; (2) maintaining sanitary conditions and modern equipment for slaughtering at the lowest possible cost to users; (3) providing ante-mortem and post-mortem inspection by qualified inspectors under regulations practically identical with those governing federal meat inspection; (4) providing ample cold storage space for merchants, consumers and farmers; and (5) enabling farmers to sell some of their animals locally, in some instances reducing meat market prices.

Decision to build an abattoir should follow only after the city has made a thorough study of the local situation, the attitude of the public, means of financing, and state laws, the report points out. Among factors to consider are: the volume of locally killed fresh meat sold for consumption in the community; attitude of the community toward the use of uninspected locally killed meats; attitude of local meat dealers toward installation of a modern abattoir; value of inexpensive cold storage facilities to local produce men and farmers; the local market for by-products of the abattoir, such as tallow and blood fertilizer; and provisions of the state law and regulations of the state health department relating to meat inspection and slaughter houses.

2 Biggest Cities Enforce Retirement Ages For Police

Compulsory retirement of more than 100 New York City policemen finds the two largest cities in the country moving toward lower average ages for police officers and freer police promotion, according to the International Association of Chiefs of Police.

Police Commissioner Lewis J. Valentine asked resignations from 100 New York policemen who were all passing their sixty-second or sixty-fourth birthdays this year. Commissioner Valentine announced that the rule would be enforced hereafter without exception, although the retirement age may later be reduced to 60 years.

Chicago in 1935 set police retirement age at 63. Even in cases in which the Commissioner believes a man over 63 should be retained for the good of the department, the man concerned loses his civil service status. The Chicago ordinance followed a state Supreme Court ruling that invalidated a 1935 state law permitting cities and villages to set retirement ages of policemen and firemen at 63.

A compulsory retirement age of 55 or 60 has frequently been recommended for municipal police forces, sometimes with provision for a yearly reappointment privilege over five years to retain especially efficient and valuable men. Many authorities believe no reappointment privilege should be allowed.

Electricity And Camera Aid Civil Service Office Efficiency

Electricity and photography are being put to use to increase office efficiency in the two largest public personnel agencies in the country-- civil service commissions of the federal government and New York City.

New York last month started using an electric scoring machine which can accurately score about 800 civil service examination papers an hour. The machine is designed to grade short-answer tests of the multiple choice or "true-false" type. (Example: the mayor of New York is (a) Valentine (b) Dewey (c) LaGuardia (d) Lehman) Candidates check their answers with a special graphite pencil which makes an electrically conductive mark that automatically registers the score when their papers are placed in the machine.

The U. S. Civil Service Commission now photographs examination papers, application blanks and other documents on small-size film for filing. A six-inch square box of film will contain 250 records. The film may be projected on a screen which magnifies them one and one-half times. The film's life: from 100 to 500 years.

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Income Taxes Provide High Percentage Of State And National Revenue

Despite a decrease in the percentage of revenue from income taxes since 1930, the federal government received 42.4 per cent, and state governments 13 per cent of their tax revenue from income taxes in 1937, the Federation of Tax Administrators announced today.

Total federal income tax revenue last year was \$2,100,000,000, the federation finds. The federal income tax showed an increase from \$700,000,000 in 1933, but was less than the \$2,400,000,000 collected in 1930.

In the 34 states which had income tax levies, the percentage of revenue from those taxes remained more constant. Income taxes provided 13.2 per cent of the total state tax revenues in 1930, and 9.5 per cent in 1933. State income taxes in 1937 amounted to more than half the revenue of gasoline taxes and about four-fifths of the general sales taxes.

The federal income tax revenue totaled more than the combined figure of liquor, tobacco and customs taxes. While the income taxes amounted to more than two-fifths of all federal tax revenues, they totaled only about one-eighth of all state taxes in 1937.

The Federation reported that about 3.63 per cent of the entire population filed federal income tax returns in 1936 on 1935 incomes. This percentage varied from 6.72 in New York state to .69 in Mississippi.

The report showed that only two local governments had ever levied local income taxes. These were New York City and Newcastle county, Delaware, both of which collected local income taxes for emergency purposes in 1934-1935.

The federal government and 29 states levy income taxes on both individuals and corporations. Following are the 29 states: Vermont, Massachusetts, Rhode Island, Maryland, Virginia, North Carolina, South Carolina, Georgia, Alabama, Kentucky, Wisconsin, Iowa, Minnesota, Missouri, Arkansas, North Dakota, South Dakota, Kansas, Oklahoma, Montana, Colorado, New Mexico, Idaho, Utah, Arizona, Oregon, California, Louisiana and New York.

Three states, Tennessee, Pennsylvania, and Connecticut, levy only a corporate income tax, while West Virginia and Delaware impose the tax only on individuals.

Committee Named To Help Cities Plan Long-Term Financial Programs

Development of a long-term financial planning study which will aid cities--- either large or small---to finance their operations on a long-term basis was announced today by Arthur C. Meyers, Budget Director of St. Louis, Mo., in his capacity as president of the Municipal Finance Officers' Association. President Meyers appointed a committee of eighteen municipal finance officers to conduct the survey for the association.

Herbert Fallin, Budget Director of Baltimore, Md., is chairman, and George Gabb, City Treasurer of Hartford, Conn., is vice-chairman of the committee.

"There never was a time in our history when long-term financial planning was more important to all levels of government and taxing agencies," President Meyers said.

"Every day there are more and more demands made upon local governments to embark upon financial ventures without chart or compass. It behooves us as municipal finance officers and members of an association that stands for sound government and financing to take the leadership on this fundamental concept of sound finance. We have learned during the last eight years that municipalities can avoid disaster by looking ahead."

The proposed study will outline all phases of long-term financial planning so they may be used as a guide by local finance officers. It will include methods which will help cities having overlapping governments in the effort to obtain cooperation from all taxing units.

Long-term financial planning, President Meyers said, includes such factors as uniform tax rates and avoidance of defaults on municipal obligations. The long term financing method also will give cities the opportunity to start worthy projects immediately, fully realizing the complete cost, and to reject unworthy projects for the same reason. Costs of projects may also be readjusted to bring them down to a figure which the city can afford.

The plan of Cincinnati, O., which has used a long-term financial program successfully for eleven years, will be used as a guide in the forthcoming study. The three overlapping governments in the Cincinnati area coordinate their entire financing program on a long-term basis.

First Survey Shows U.S. Has 22,792 Primary Assessing Districts

The first count ever made of all primary assessment districts in the United States revealed today a total of 22,792, differing nearly as much in type as they are numerous. Not included in the count were so-called "overlapping" assessment districts--for example, when counties are the primary districts, and cities have their own separate organization for municipal taxation.

Announced by the National Association of Assessing Officers, the enumeration is part of a study being undertaken by the NAAO Committee on Assessment Organization and Personnel. The study will cover many phases of local assessment organization never before analyzed, for the purpose of preparing recommendations to improve the efficiency of local assessment organizations.

Local assessment functions have been conferred by state laws upon many kinds of political subdivisions, according to the NAAO report. Principal ones are counties, cities, townships, towns, villages and boroughs. Assessment districts may be coterminous with these or may consist of even smaller units.

The number of primary assessment districts in the 48 states ranges from 3 in Delaware and 14 in Arizona to 2,460 in Iowa and 2,617 in Minnesota. In terms of population, the largest primary assessment district is either New York City, with 6,930,446, or Cook County, Ill., with 3,982,123, depending upon whether New York City is considered one or several assessment districts. About 100 primary local assessment districts, located in nearly a dozen states, had in 1930 populations of fewer than 50; many of them only 5 and 6 people apiece.

From studies of assessment districts in individual states, it is known that extremely small districts are uneconomical because overhead costs are spread on a small tax base. In 71 New York towns, for example, the cost of assessment per \$1,000 assessed valuation was a little over 54 cents in towns with less than \$500,000 assessed valuation, and progressively decreased to only 8 cents for towns with assessed valuations of more than \$5,000,000. As to personnel, minimum acceptability of which is generally agreed to be one full-time assessor and a full-time assistant for each office, thousands of assessment districts can be cited in which the assessor works only part-time, or, if working full-time, has no assistance.

Through its examination of the various types of assessment areas, the NAAO Committee will attempt to determine the relative merits of present local assessment organizations and to set up, if possible, standards for general application that will result in increased assessment efficiency and economy.

Committee Lists Problems Cities Face In Starting Housing Programs

A list of nine questions municipal housing authorities must be able to answer for themselves before they can join successfully in the 1938 low-rent housing program was reported today to the National Association of Housing Officials by its Committee on Instruction and Research. The report aims to aid the 44 cities for which the United States Housing Authority already has earmarked more than \$150,000,000 for low-rent housing, as well as the housing authorities now under organization in many other cities.

The report was published today by the N.A.H.O. under the title "Planning for Low-rent Housing."

Answers to these questions, the report emphasized, must precede any arrangements for demolition, site selection, size and nature of housing units and their design that go with submission of the project to the U.S.H.A. The questions listed were these:

1. What are the general physical conditions of housing in the community?
2. How much of their incomes can families pay for rent, and what rentals represent the dividing line between private and public housing enterprise?
3. How many families are there whose incomes are such that the amounts they can safely pay for rent are below this dividing line?
4. What is the relation of housing to crime, delinquency and disease and to the costs of fire, police, health and other municipal services?
5. What trends in the local population are affecting housing conditions? Is the population increasing or decreasing? Is it moving out of certain sections and into others? Why?
6. What are the conditions of the housing market--surplus or shortage?
7. Where are the business and industrial centers of employment in relation to the needs and the opportunities for decent housing?
8. What sections of the city or outlying suburban areas will be best suited for housing for a long time to come?
9. What and how can land be secured for low-rent housing at reasonable prices?

The way to secure this information and subsequent steps toward gaining U.S.H.A. approval of proposed projects are outlined by the report, which stresses the importance of cooperation between the housing authority and other local governmental departments. Useful aid, the report finds, can be obtained from such agencies as the city planning board, the tax assessor's office, the building commission, the health department, social service agencies and the local real estate board.

The Committee report also marks the importance of housing authority aid to private enterprise in the rehabilitation of depreciated areas, and in limited-dividend and co-operative housing developments. Statutes creating housing authorities, it is pointed out, define their chief duty as securing adequate housing accommodations, through public or private means, by (1) bringing about the removal of existing unfit housing; (2) rehabilitating or causing the rehabilitation of old dwellings still sound; (3) building and managing new housing units for low-income families.

San Diego Safety-Health Drive Cuts Employee Accidents And Costs

Fewer absentees and fewer accident victims have convinced the San Diego (Calif.) Civil Service Commission that its extensive safety-health program for employees is a successful way to save taxpayers' money. The San Diego plan, an unusual undertaking for a public personnel agency, was inaugurated two years ago, reports the International City Managers' Association. It parallels the effort of private industry to provide safe working conditions and raise physical standards for employees.

The California city employs a full-time medical examiner. His duties are: to keep permanent health histories of all employees; to give preliminary physical examinations to applicants in the fire and police departments; to examine employees after sick-leaves; to make an annual check-up on every employee and recommend necessary medical service, and to determine whether the partly disabled employee is physically fit to perform his duties without jeopardizing himself, his fellow-workers or the public.

This program has resulted in a material reduction in sick leaves and has saved the city several thousand dollars by decreasing the number of injuries 32.8 per cent. Health check-ups have proved effective. A thorough examination of 94 employees uncovered 23 types of defects ranging from bad eyes and poor teeth to varicose veins and high blood pressure.

Since the safety program started all compensation insurance matters have been centralized through the personnel agency. A Safety Committee, with the city manager as chairman, reviews accident cases, ways of reducing injuries, recommends safety measures and sponsors first-aid classes.

As yet almost unique in its purpose, the San Diego safety-health program, according to "Public Management," journal of the International City Managers' Association, points to the "newer type of health and welfare programs which might well be conducted by personnel agencies through the country."

Police Fighting Ambulance-Chasing And Tow-Car Racket

Accidents Traffic

Ambulance-chasing and the tow-car racket, traps for unwary motor accident victims, are being fought successfully in several cities, reports the International Association of Chiefs of Police.

Indianapolis has practically eliminated "ambulance-chasers" by: (1) a state law prohibiting installation of "police-wave" radio sets in private automobiles; (2) making court examples of several dishonest cases; (3) communicating with persons involved in accidents, asking them not to hire a lawyer who has solicited the case. To avoid aiding tow-in trucks and garages that drum up business by tuning in on police radio reports, the police department ceased broadcasting "accidents," merely ordering its cars to "meet a man," or "meet a lady." Wreckers making all runs on such broadcasts had to include so many useless to them that they lost interest.

Evanston, Ill. and Omaha, Neb. likewise have ordinances prohibiting the use of short-wave radios that can pick up local police broadcasts.

Seattle by ordinance established bonded towing garages authorized to do police towing of cars involved in accidents, by authority of the investigating officer only.

* * *

Rulings Vary On Income Tax Deduction Of Payroll Levies

Income tax returns may perplex employer and worker alike this year, owing to the payroll tax that affects state and federal income tax returns, according to the Federation of Tax Administrators.

On the federal level, the case is clear: the tax an employee pays for old age benefits is not deductible from income; nor is the tax paid by an employer. The tax imposed upon an employer for unemployment insurance, however, is deductible; but not that imposed upon the employee. (The employee's contribution will be returned to him in the form of benefits, while the employer's contribution will not be returned; hence the exemption.)

Five of the 34 states with income tax laws have already made varied rulings or laws on the matter, according to the "Tax Administrators' News," bulletin of the Federation of Tax Administrators. All five of them--Arizona, Montana, Minnesota, New Mexico and New York--hold that the payroll tax paid by employers for unemployment insurance is deductible from state income tax returns. Arizona and New York follow the federal practice of not allowing the employee to deduct his old age benefit contributions. New Mexico, on the other hand, holds that the employee-contributions for old age benefits are deductible.

* * *

Crime Among Youth Found To Rise When Relief Measures Lag

Definite relationship between inadequate relief funds and the increase of major crimes among youth was seen today by Fred K. Hoehler, executive director of the American Public Welfare Association.

As city and state governments again face relief crises, Director Hoehler pointed to an upward trend in juvenile delinquency during the depression. Taking the juvenile delinquency record of one "typical" city as an example, Mr. Hoehler reported a general increase of 22.5 per cent from 1930 through 1936.

The delinquency rate based on the number of delinquents from 5 to 17 years of age per one hundred population rose from 1.42 to 1.69 during those years. Despite generally improved economic conditions the number increased to 2.00 in 1937. During the administration of Federal Emergency Relief in 1932-33, however, the number decreased.

Juvenile delinquency records for the country as a whole followed the same trend, Mr. Hoehler pointed out. The uniform crime records of the Federal Bureau of Investigation, show that the total number of arrests of persons 16 to 21 years of age, totaled 226,893 in 1936 as compared to 191,907 in 1933, an increase of 34,986. During the first three quarters of 1933 juvenile arrests were 116,403, and for the same period in 1937 they totaled 163,219--an increase of 46,816.

"Traditionally," the director continued, "it has been the practice of 'teen age youth to earn occasional spending money by odd jobs which now go largely to heads of families. With the withdrawal of a source of income, or frequently because of absolute need in their homes and the withdrawal of relief funds, the turn to petty thievery has been inevitable."

Meanwhile, as federal, state and local governments wrestled with the relief problem, the American Public Welfare Association reported a rise in relief cases and amounts of relief in 30 states. The figures cited were from a survey of 38 states for August through November, 1937, the period when the current business setback was just starting.

Two states, Idaho and West Virginia, reported a decrease in the number of cases but an increase in the amount of relief granted. States which reported decreases in both cases and amounts spent for relief were Arizona, Florida, Georgia, Nevada, North Carolina, and Pennsylvania. Oregon, with an increase of 51 per cent of relief cases, had the greatest rise of any state reporting. Michigan reported a 37.8 per cent increase and Indiana 33.1 per cent.

1 Housing Project

10 Cities Take Over 14 P.W.A. Housing Projects Which Were Allotted \$58,960,759

Uncle Sam is retiring as landlord to private tenants in his large scale housing projects, the National Association of Housing Officials disclosed today.

The Association reported that the U.S. Housing Authority has either signed leases or completed agreements to lease 14 of the 51 housing projects it inherited from the Public Works Administration, to local authorities. Meanwhile, the U.S.H.A. is negotiating with other local housing authorities on lease agreements in cities where authorities have been established.

Following are the cities which have entered into management agreements to take over former P.W.A. projects for which \$58,960,759 was allotted: Omaha, \$1,955,000; Buffalo, \$5,000,000; Memphis, \$3,400,000; Birmingham, \$2,500,000; New York (two projects), \$13,459,000, and \$4,219,000; Chicago (four projects), \$5,862,000, \$5,316,759, \$3,038,000, and \$1,725,000; Louisville, \$1,350,000; Boston, \$6,636,000; Cambridge, \$2,500,000; and Toledo, \$2,000,000.

Although the national housing program is set up on a decentralized management plan, the N.A.H.O. reported major obstacles to immediate carrying out of the decentralization.

In many cases, the Association pointed out, both state and municipal legislation must be enacted before local housing authorities can be organized. In other instances, local housing authorities with legal power to assume management of the projects lack sufficient finances to assume responsibility.

While most of the cities have signified a desire to assume control of their housing projects, some local governments and housing authorities are demanding a definite proportion of tenant occupancy as assurance of financial success of the projects before assuming management.

Other questions which must be settled before city governments and housing authorities can complete negotiations with the U.S.H.A. to lease their housing projects, include payment for such city services as street lighting and maintenance, and garbage collection.

Twenty-four of the 51 P.W.A. projects which were later turned over to the U.S.H.A. are occupied by tenants.

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Cities Drop Rivalry Over Size Because Of Annexation Burdens

Cities no longer fight among themselves over the title of "biggest," because wholesale annexation of land, either for expansion or for control purposes, is going out of fashion, Walter H. Blucher, executive director of the American Society of Planning Officials, said today. The cities' ancient rivalry for size has waned because the advantages of annexation are for the most part outweighed by the disadvantages in assuming the burdens, financial and otherwise, of annexed neighbors.

In the "boom" era between 1920 and 1930 many large cities made extensive annexations, Mr. Blucher pointed out. Los Angeles added 90 square miles; Detroit, 60 square miles; New Orleans, 18; Milwaukee, Cleveland, Pittsburgh, Seattle, Chicago and Minneapolis added smaller areas. The same group of cities made virtually no annexations between 1930 and 1937.

Few cities in this country need additional land for expansion, Mr. Blucher said. Detroit, for example, had in 1920 an area of 79 square miles, 30 per cent of it vacant; annexations increased the area to 139 square miles by 1926. Ten years later, in 1936, approximately 30 per cent of the city's area was still undeveloped. Other cities show similar statistics: 37 per cent of the total area of Portland, Oregon, is vacant land; 29 per cent, or 58 square miles, of Chicago, is either vacant land or water. Approximately 26 per cent of Milwaukee is vacant, with enough room for expansion in all of the districts zoned for residence, business and manufacturing categories.

Cities that wish to exercise some control over adjacent unincorporated areas may employ subdivision regulations or seek township or county zoning, Mr. Blucher pointed out. They can thus avoid assuming full responsibility for the area. Montreal settled the question of annexation vs. control of adjacent municipalities that sought to become a part of the big city by establishing a Metropolitan Commission, to regulate local improvements and finances of these districts.

Report Outlines Ways Cities Battle Hazards Of Icy Pavements

The fight American cities are putting up against late winter's ice, snow and sleet, with their familiar toll of motor accidents, traffic snarls and pedestrian casualties, is described in a report by the American Public Works Association.

In one section devoted to icy pavements, the report discusses the various methods used to make streets safe for vehicles and pedestrians.

Sand, cinders, salt, calcium chloride or some mixture of the four are most often used to take the slip out of slippery pavements. Sand, the most commonly employed removal agent, is cheapest to obtain in large quantities. However, sand constitutes another street cleaning problem after a thaw, may be too abrasive and may roll. A mixture of one part salt or calcium chloride to 3, 4 or 5 of sand prevents stock sand piles from freezing. When spread on streets, about two pounds to a square yard, this mixture causes ice to melt, and the partly embedded sand provides tractive surfaces.

Large manufacturing areas, where cinders are obtainable for the cost of hauling, use this agent in place of sand. But cinders when used alone have all the disadvantages of sand and in addition are frequently blown off pavements into gutters. When mixed with salt or calcium chloride in the same proportions as sand, cinders, according to many public works officials, give the quickest and best results.

Rock salt, which creates slushy conditions, is rather expensive to use over large areas, may be harmful to concrete surfaces, sometimes discolors brick pavements and hurts automobile finishes. The report recommends that this agent be mixed with at least four parts of sand and that the particles be small enough to pass through a quarter-inch sieve.

Calcium chloride because of its relatively high cost is used alone to cover only limited areas; it is somewhat less harmful to concrete than salt and does not discolor brick. However, it may cause a slimy surface that may freeze the next night; its action is slower, and if carried into homes or splashed on clothes, is injurious to fabrics. By mixing it with sand or cinders many cities have obtained excellent results. The Pennsylvania Department of Highways uses cinders sprayed with a solution of calcium chloride.

"Seven Deadly Sins" Of Municipal Reporting Listed

1. Municipal - Reporting

Public officials who seek to inform the citizen on what is going on in his community and to interpret his tax bill can take hints on how not to do it from the "seven deadly sins" of municipal reporting listed today by Clarence E. Ridley, executive director, International City Managers' Association.

These "sins" were drawn up by Mr. Ridley, following an analysis of annual municipal reports of 1937:

1. Silence. Eighty annual reports were issued in 1937 as compared with 74 in 1930, but they represented only about 5 per cent of the cities of over 10,000 population.
2. Uninterpreted Statistics. The average citizen is not an adding machine. An uninterpreted statistic is to him the most undigestible and unnutritious of morsels.
3. Poorly Interpreted Statistics. The reporting official has a moral responsibility never to put a false interpretation on a statistic, either intentionally, through ignorance, or through carelessness. A graph whose scale does not start at zero, for example, exaggerates trends. Per capita costs are never a measure of efficiency.
4. Irrelevant Statistics. The average citizen is interested in what his city is accomplishing and what it costs. Number of finger prints taken, feet of hose laid and location of trees sprayed are not measures of accomplishment.
5. Poor Makeup. A report to be effective must be read. A report to be read must be attractive. A report to be attractive must be printed in easily read type, must be well arranged, and must be copiously illustrated with pictures and charts.
6. For C.P.A.'s Only. The intricacies of accounting must forever remain a mystery to the average citizen. It is all right if the city wishes to publish a complete document on municipal finance for bond houses; but the words "annual report" should be omitted from the title page.
7. The Collector's Instinct. If the official avoids all these pitfalls he still may not have a municipal report. A municipal report is not a mere collection of departmental reports whether arranged alphabetically or in any other fashion. It is an organized and integrated picture of municipal affairs. Facts are included because they are significant parts of the picture; other facts are omitted because they would only clutter and confuse it.

No single one of the 1937 reports was guilty of all these faults, according to Mr. Ridley. But there were few that did not have one or more of them. Brevity and apt illustration characterized the more attractive reports and several cities attempted to help the citizen understand how his tax dollar was spent by pamphlets graphically explaining the numerous services the citizen receives from his government, and his contacts with it.

Cities Adopt New Traffic Safety Methods

New methods used by cities to promote street and highway safety are reported today by the International City Managers' Association. These methods range from application of new inventions or techniques to enactment of various safety laws.

Following are among the safety measures reported by the Association:

A "traffiscope" which allows motorists ascending a hill from either direction to see whether a car is approaching head-on is being applied by a Minnesota highway engineer. The traffiscope is an arrangement of mirrors directly above the highway at the crest of dangerous hills.

Akron, O. uses a captive balloon to photograph traffic conditions and danger spots. The balloon is flown 300 feet from the ground directly above highways. A camera, suspended directly under the balloon, is operated electrically from the ground.

Milwaukee installed traffic islands at many intersections to direct traffic into definite channels. The segregation of conflicting traffic tends to reduce the need for driver judgment to a minimum.

* * *

Cities Seek To Solve Their Excess Real Estate Problems

Tax foreclosures and obsolete public buildings find scores of cities in the United States and Canada holding too much real estate for financial comfort, reports the Municipal Finance Officers' Association.

Vero Beach, Fla., seeking a way to capitalize on land holdings brought by the passing "boom," offered several hundred town lots for sale at a low price, provided houses were built on them within one year. Payment could be made in Vero Beach bonds, which were selling low. The procedure cancelled \$30,000 in bonds, put 75 lots on the tax roll, and caused \$70,000 to be invested in new homes.

In Middleboro, Ky., to avoid loading the city with tax-delinquent real estate, it is proposed that lagging taxes be collected through business concerns. Each employer would seek to arrange with individual employees who have past due taxes to permit deductions from their pay to meet the obligations.

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Rate Of Civil Service Adoption By Cities Triples In 3 Years

The annual rate of adoption of the merit system in public employment in cities has increased nearly three-fold within the last three years, a survey completed today by the Civil Service Assembly of the United States and Canada shows. The old average of 8 new civil service cities per year was broken in the biennium of 1935-1936 when 54 cities acted, and again in 1937 when 39 municipalities came under civil service.

The survey, which is the first census ever attempted of civil service systems to include all jurisdictions, also disclosed a sharp increase in the number of states under civil service, five new states adopting it in 1937. This figure equaled the adoptions for the previous 25 years and brought the total number of states under the merit system to 14.

Although the extension of civil service into the county governments in such states as New Jersey indicates probable future progress, county governments remain virtually untouched by the merit system, according to the survey. Only 169 of the 3,053 counties in the United States are under civil service.

The census showed a total of 863 jurisdictions--local, state and federal--under the merit system. These units employ an appreciable proportion of the 3,600,000 persons in this country now working in government. In addition to the federal government, 14 states, 169 counties, 5 special districts and 674 cities hire and manage their employees under merit systems. Only 465 of them maintain civil service agencies; nearly 400 of them have their merit systems administered by personnel agencies of other jurisdictions.

At the municipal level, civil service has made the greatest progress in cities of large population. The census shows that 80 per cent of the cities with populations above 100,000 have their employees under a merit system. Future progress, therefore, will be most notable in the small and medium-sized cities.

The census reveals the typical public personnel agency in the United States as a three-member commission, appointed by the executive authority of the jurisdiction for six-year overlapping terms. The report emphasizes, however, that the "typical" is not necessarily the "best" in the light of modern public personnel administration.

Cities Neglecting Needy Transients, Welfare Experts Find

In the face of expanding local relief rolls, cities are neglecting care of their transient populations that total several hundred thousands, the American Public Welfare Association said today. As a result of this short-sighted policy, the cities will learn that America's migrant population, like any other group denied the assistance and service available to residents, will inevitably present health dangers and be driven to petty crimes.

With settlement laws in most states requiring two and three-year residence for eligibility for relief, and with no extra funds in local treasuries for transients who are ill, plans are being made in Washington for a federal program that would draw the wandering population under the Social Security Act.

At the end of 1935, when the Federal Transient appropriation was discontinued, one month's registration had totaled 395,384 unattached individuals and 16,232 family groups. Present estimates do not lower the figure.

A bill recently introduced in Congress proposes resumption of federal transient aid, and would provide aid to states for care of transients, making it a part of the public assistance program. Transients would be given medical care on the same basis as residents, and provided food and shelter. All persons of working age receiving transient aid would be registered continuously with the U. S. Employment Service, and an attempt made to fit them into jobs.

Attitudes of the states and localities toward the transient vary greatly, the American Public Welfare Association pointed out. In some communities there is a decided unwillingness to assimilate the migrants: they are shunted off by border patrols and vagrancy laws strictly enforced against them. In other parts of the country all transients are "tramps, who live in the 'jungles,'" and are frequently found to be a "criminal menace." Other localities, notably where transients are fruit and crop harvesters, regard the floating population as necessary to the economic life, but have made no adequate provision for their health and welfare.

Contrary to general opinion, when the U. S. Department of Labor completed a survey of the transient problem in 1937, it was found that:

Workers who now migrate across state lines are predominantly native white. Families appear to form a larger proportion of all migrant groups than formerly.

Interstate migrants are younger than the working population as a whole. The concentration of migrant workers between the ages of 20 and 45 makes them a highly employable group.

Cities Face Water Supply Problems As Air-Conditioning Increases

Use of the public water supply in air-conditioning poses problems for municipal public works departments that demand solution in the near future, the American Public Works Association pointed out today. Air-conditioning installations, as reported by the U. S. Department of Commerce last July, had grown about 1400 per cent during the past four years; continuing increase is anticipated with new construction and modernization of public buildings and homes.

There are two principal types of air-conditioning apparatus now in use--one that recirculates the water after its first use; the other, that uses water only once, discharging it directly into the sewerage system. The latter type, more common and less expensive, puts a double demand on city utilities: intake for the air-cooling systems from the water supply; and discharge facilities into the sewerage system. To meet this situation, said Frank W. Herring, executive director of the American Public Works Association, cities have a choice of either expanding their present water and sewer facilities at great expense, or regulating their use by air-conditioning plants.

Regulating use, Mr. Herring explained, may mean such things as permitting only the installation of the type of air-conditioning that utilizes the water more than once; requiring a permit for installations which would not be granted if sewer or water facilities were found inadequate; ordering the shut-off of all air-conditioning machinery when a heavy rainstorm occurs.

Thus far, city law books have few ordinances on air-conditioning, although the Department of Commerce survey reported that 37 of 92 cities reporting had been compelled to restrict the further use of water for air-conditioning installations. Only six of thirty cities that make sewer rental charges on a volume basis, the American Public Works Association found, had given consideration to special rates for the discharge of water from air-conditioning plants.

These are among questions cities must answer about air-conditioning with regard to their water supply:

What is the hazard of pollution of the water supply, when there is a direct connection of air-conditioning systems to sanitary and storm sewers? If private wells are used as the water source, what are the possibilities of contamination of the public supply if cross-connections are made? If the wells are dug in the street area, will a traffic hazard be created when they require repair, and will there be any interference with underground construction? If city storm sewers are able to carry off the additional burden imposed by air-conditioning systems, can they at the same time bear the load of a large storm?

Eighteen States Pass Laws to Prevent Evasion of Gasoline Taxes

Eighteen states have passed laws limiting the amount of gasoline which may be brought from outside their borders without payment of additional motor fuel taxes, the Federation of Tax Administrators reported today. The laws are designed to prevent motor vehicles from using the respective highways without contributing to their construction or maintenance.

The Federation found that Louisiana is the only state which specifies the limit on the size of fuel tanks. The remaining 17 states regulate by statute the amount of gasoline which may be brought into the states tax free. Twelve of these states place a specific gallonage limit on the amount of gasoline which may be brought in without payment of additional taxes. The amounts vary from 10 gallons in Colorado to 50 in Iowa. The remaining five grant exemptions only on gasoline brought from out-of-state in the vehicle's ordinary fuel tank. Other states regulate by administrative rulings the amount which may be brought in without paying additional tax.

"Gasoline tax administrators," the report states, "are growing more concerned about the tendency to evade or avoid the tax. The problem arises largely with large motor vehicles, either truck or bus. For the tax administrator to encounter this problem, the gasoline itself need not be bootleg. The loss arises from the fact that these vehicles come into the state with a large amount of gasoline taxed by another state and make use of the roads without contributing to their construction or maintenance.

"It is the known practice of a trucking company which has so much interstate business that it has established itself as a distributor, to pay the tax in the home state, and load up sufficient gasoline for a 2,000-mile round trip."

Only a few of the laws regulating the amount of tax free gasoline which may be brought in from out-of-state, have been tested in the courts of last resort. The supreme court of New Mexico held that gasoline purchased outside the state but carried into New Mexico in the tanks of buses operating exclusively in interstate commerce, is not subject to tax which is held to be for revenue and not for compensation for the use of the highways. New Mexico amended its law last year making the gasoline tax a toll for highway use and not a revenue measure.

Following are the states which limit the amount of gasoline which may be brought in without paying their respective motor fuel taxes: Iowa, 50 gallons; Idaho, Illinois, Kansas, Wisconsin, and Washington, 20 gallons; Texas, New Jersey, and Louisiana 30 gallons; New Mexico and Nevada, 25 gallons; Indiana, 15 gallons; and Colorado, 10 gallons. States requiring a tax on all gasoline carried in a quantity exceeding the capacity of the regular fuel tank are: Arizona, Arkansas, Maine, New York and Oregon.

Motor vehicles - Taxation

Assessors Find Trend Away From General Property Tax On Motor Cars

Although many states still tax automobiles under general property tax laws, the trend is away from this practice, a survey made by the National Association of Assessing Officers revealed today. One of the main reasons is that on the whole the administration of such tax laws has not been successful. A report issued by the U. S. Bureau of Public Roads in 1931 showed that only 60 per cent of taxable motor vehicles were even listed, and of this number only 60 per cent actually paid taxes.

So far as property taxation on motor vehicles is concerned, the states may be roughly classified into three groups. In the first group are states still imposing the general property tax. Included are 23 states and the District of Columbia. A second group includes those states which have departed substantially from the general property tax, but which still retain two of its features, local assessment and the ad valorem base. In these states the valuation is established by, or with reference to, statutory formulae and is usually based on list prices with specified reductions on either the tax base or tax rate. These taxes are special property taxes, although they may be called "excise taxes," "permit fees," or "registration fees." Seven states are in this group, including California, Colorado, Massachusetts, Maine, New Hampshire, Washington and Wyoming.

The third group consists of 17 states, wherein motor vehicles are not ordinarily subject to either general or special property taxes. In most of these, privately-owned automobiles are subject only to the state registration tax based on weight, horse power, or carrying capacity, although in some instances cities also have power to impose a license fee. States in this group are Delaware, Florida, Idaho, Iowa, Michigan, Minnesota, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Dakota, Vermont and Wisconsin.

Louisiana belongs in a separate category. By constitutional amendment, motor vehicles are exempt from all state and parish property taxes, while municipalities are given the power to exempt them from municipal taxation if they wish to.

Criminal Identity - King

Winnetka's Fingerprint Ordinance Catches Four Wanted On Criminal Charges

Since Winnetka, Ill. passed an ordinance Jan. 1 compelling all canvassers and solicitors to be fingerprinted by the police, 10 men with criminal records have been discovered and four others wanted on criminal charges in other states have been apprehended, Police Chief W. M. Peterson reported to the International City Managers Association today.

The crimes charged to the four applicants for solicitors' licenses ranged from forgery to child desertion. Since Jan. 1, Winnetka has issued 165 solicitors permits. The ordinance requiring licenses was passed primarily to protect the public and the organizations employing solicitors, according to the police chief.

The ordinance of Chicago's wealthy lake shore suburb requires two sets of fingerprints, one for the local files and one for the Federal Bureau of Investigation in Washington. Police also require such information as the name and address of employer, length of service with the employer, nature of goods or services offered, and the credentials of each applicant. Each permit card must be signed by the issuing officer, who impresses solicitors that they must be courteous and that no high-handed or coercing methods will be tolerated.

"Daylight burglaries in the residential districts, some of which have been committed by solicitors, led the city to pass this ordinance," Chief Peterson told the Association. "Large concerns sometimes put 25 or more persons into a neighborhood on one day, canvass it thoroughly, and move on to another locality the next day. They are not always careful whom they employ as solicitors, some of whom may have criminal tendencies."

Although Winnetka is believed to be one of the few cities or towns requiring solicitors to record their fingerprints, other Chicago suburbs expect to take up the system. Lake Forest, another wealthy suburb, has passed a similar ordinance, and the larger suburban city of Evanston expects to pass one soon. Evanston permits soliciting only by permit and requires a photograph of applicants.

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Cities Show Increases In Current, Delinquent Tax Collections

Distinct gains in the collection of both current and delinquent city property taxes in 1937 were reported today by the Municipal Finance Officers' Association. Although the reports from cities indicated a decline in collections during the last part of the year as compared to earlier gains, the Association found general improvement among the larger cities.

Philadelphia, for example, in 1937 had the best collections in fifteen years. The city collected 89.88 per cent of its current tax levy in addition to reducing delinquent taxes. The percentage of collections had declined from 95.12 in 1923 to a low of 72.95 in 1933.

Des Moines, Ia. reported collections of current and delinquent taxes equal to 90.67 per cent of its current levy as compared to 81.25 per cent in 1932, and expected the city tax revenue for the entire fiscal year to equal the 1937 levy. Current and delinquent tax collections equalled 101.68 per cent of the 1937 levy in Hackensack, N.J., while Omaha, Neb. had the best collection since 1932. Minneapolis received 90.05 per cent of its tax levy, a gain of 4.93 per cent over 1936.

Across the Canadian border, tax collections for municipalities in the Province of Ontario showed an even greater and more general increase, the Association said. Of eighteen Ontario cities, sixteen collected combined current and delinquent taxes in excess of the current levy, while the two which fell short of this mark collected 98 and 99 per cent respectively.

Meanwhile cities, with a total accumulation of one billion dollars in delinquent taxes, turned their attention to reducing the delinquencies. Although most municipal governments are limited in their remedies against delinquent taxpayers by state laws, a number inaugurated practices which increased the collection of both current and delinquent taxes. One of the most common devices which cities have used to increase collections in recent years is the provision for tax collection in several installments each year. The Association reported that three-fourths of the 309 cities in the United States of 30,000 or more population have provided for tax payment in two or more installments.

Other devices widely-used are: Organized collection campaigns, creation of special delinquent tax departments, notice of delinquent taxes by mail or telephone, use of special delinquent tax collectors, and provisions for partial payment of delinquent taxes.

Overlapping Assessment Districts Found To Number Over 6,000

Between six and seven thousand overlapping assessment districts, in which property is assessed more than once, exist in the United States, according to a report by the National Association of Assessing Officers today.

The report, a product of the Association's Committee on Assessment Organization and Personnel, showed that 14 states have a substantial number of overlapping assessment districts, and that these districts exist to some extent in 20 other states. The typical example is found where cities maintain their own assessment organization although the county in which the cities are located is the primary district.

Although overlapping assessment districts, which should be distinguished from overlapping tax districts levying taxes upon the same property, are generally considered to be expensive, annoying to taxpayers and frequently an obstacle to good assessment and proper equalization, the majority of them have existed for many years. Reason for their existence may be any one of the following:

1. Desire by a city within a county for a higher assessment level than the rest of the district, in order to support a certain tax levy or debt load, or to produce a low tax rate which will attract residents and industries.
2. Desire for a lower assessed valuation than the primary district's, as a curb against public spending and debt incurrence, or as an attraction to industry.
3. Belief that the overlapping district's government can produce a more equitable assessment than the primary district's.
4. More jobs to reward party workers.
5. An expression of political independence that has apparently developed out of the pioneer spirit and been fostered by proponents of home rule in its most extreme aspects.

There are three ways listed by the Association's Committee to abolish overlapping assessment districts:

"One method, perhaps the most generally acceptable is to require the district to use the assessment rolls of its primary district as the basis for its tax levies. Another is to make each overlapping district a primary district....Finally, when the area of an overlapping district includes most of a primary district, the governments of the two districts may be consolidated into a single unit."

Choice of a procedure, the Committee comments, "must rest upon circumstances that differ from state to state and from locality to locality."

Many From Training Courses Enter Public Service

A large proportion of persons training for public service careers in colleges and universities actually enter government service or allied work, the Civil Service Assembly of the United States and Canada reported today. Citing a check of public administration graduates of five institutions specializing in such training courses, the Assembly said that 83 per cent now occupied governmental or quasi-governmental positions or were teaching in related fields.

Of 375 graduates of Syracuse and Stanford Universities, the University of Cincinnati, the University of Michigan, and the former National Institute of Public Administration, 54 now hold positions in the federal government; 43 in state governments; 35 in city, 29 in county and one in an unclassified governmental agency. Ninety-six graduates are working for governmental research institutes and other quasi-governmental organizations, while 53 are teaching at various educational institutions.

Training opportunities in public administration are offered in nearly 150 colleges and universities, compared with 37 courses offered ten years ago, according to the Civil Service Assembly. A number of these offer fellowships and scholarships for graduate students and others already experienced in government employment. Among those currently announcing such aid are:

The new Graduate School of Public Administration established by Lucius N. Littauer at Harvard University, which will finance fifteen students next year; the National Institute of Public Affairs in Washington, D. C., which has a 1938-39 internship training program for fifty appointed students in departments of the federal government; and the University of Minnesota, which lists in-service fellowships in public administration for college graduates who have had three years in the public service.

Unique in the scheme of public service recruitment and training is the plan recently devised in Wisconsin. By a law enacted in 1937, loans may be granted selected students at Wisconsin educational institutions in return for a two-year apprenticeship served when their college work is finished, in administrative offices of state or local governments. The Wisconsin Bureau of Personnel directs the program, which gets under way in July.

Six Cities Pledge Financial Aid For Low-Rent Housing

At least six local governments have pledged appropriations for low-rent housing projects in the 1938 program under United States Housing Authority financing, the National Association of Housing Officials said today. Although no commitments will be made until contracts are entered into with the federal authority, these municipalities are among the first of the 93 with housing authorities to make definite fiscal plans for participation in the new decentralized program.

Knoxville, Tenn., by resolution of its city council, has pledged to raise \$200,000 as the required 10 per cent of project cost. Charleston, S. C. has taken similar action with respect to a \$900,000 housing project. The Philadelphia Housing Authority received an appropriation of \$13,000 from the city and \$25,000 from voluntary contributors, and is planning to sell housing bonds to a quasi-public corporation in charge of trust funds. The Allegheny County Authority operating in the county area outside Pittsburgh and the Bridgeport, Conn. authority have each been given \$10,000 for administrative expenses.

New York City, which has promised to purchase housing authority bonds with city trust and retirement funds, has also heard a proposal of Mayor LaGuardia that would insure a continuous program of assistance to low-rent housing, the Association reported. Under Mayor LaGuardia's proposal the initial step would be an appropriation of \$500,000 to guarantee interest at 3 per cent on some \$16,000,000 of local housing authority bonds. The appropriation would increase from year to year, to a maximum of either $\frac{1}{2}$ of 1 per cent or 1 per cent of the total annual budget. As the bonds are amortized, savings in interest would be available to apply to interest payments on further loans. This plan is designed to provide funds for \$300 million of housing during the next ten years.

Low-rent housing plans of Ohio cities gained an advantage with a new housing authority act signed by the governor February 5. The act strengthens their powers of eminent domain and opens up non-federal sources of investment for housing bonds, such as sinking, insurance, retirement, compensation, and pension funds of either private or public persons.

Public Health Problem Demands Joining Medical-Welfare Resources, Says A.P.W.A.

The American Public Welfare Association today emphasized the necessity of coordinating health and welfare programs to meet the problem of public medical care. Significance of the problem, the Association pointed out, made itself evident in the recent U. S. Public Health Survey, which discovered six million of the country's population on the sick list every day during the winter months, and found the percentage of persons ill among relief clients to be 68 per cent higher than among those with annual incomes of \$3,000 or more.

Ironing out duplication, overlapping, and gaps in the administrative set-up for tax-supported medical care programs is the common problem faced by public agencies concerned with community medical needs, according to the Association. A few states and cities have already inaugurated joint planning and coordination of the various programs. Among them are:

Cleveland, which has a Health Council--a member agency of the Welfare Federation --and a Hospital Council, both under full-time executives. In addition, the Commissioner of the Division of Health, which is an integral part of the Department of Public Health and Welfare, has an advisory board appointed under specific charter provision.

The State of Massachusetts, which operates a Central Health Council composed of governmental, voluntary and professional organizations that have programs on a state-wide basis for the prevention and treatment of disease.

The State of Washington, which operates under its Department of Social Security a State Medical-Dental Board to serve in an advisory capacity in the further development of medical and dental services.

The State Department of Public Welfare in Virginia and the City Department of Public Welfare in Rochester, N.Y., both of which, though not responsible for the administration of services, have physicians on their staffs whose prime function is to serve in a liaison capacity with the governmental and voluntary agencies and with the professions providing medical care.

Within the past few months, the A.P.W.A. said, recognition of the demand for coordination of medical care programs has come from the American Medical Association, urging local studies of medical needs upon state and county medical societies; the American Public Health Association, which has appointed a special committee to study the public health aspects of medical care; and the United States Public Health Service, which is promoting state planning for medical care.

Portland Property Owners Request Special Assessment For Park

When property owners request a city to levy a special assessment against them it must be news.

Such a request made by property owners of Portland, Ore. was reported today by the American Society of Planning Officials. Portland's City Planning Commission suggested that the city purchase a 15-acre tract of land for use as a local park several years ago, but the financial condition of the city did not permit the purchase.

When property owners near the proposed park site learned recently that the land was to be subdivided they petitioned the city council to acquire the land and assess the cost to them at the rate of \$8.60 per 5,000 square feet, the average city lot.

They got their park.

* * *

4 New Civil Service Adoptions Raise Municipal Total To 677

Adoption of civil service by four cities during the past two months has raised the total number of merit systems at the municipal level to 677, the Civil Service Assembly of the United States and Canada said today.

Three of the cities are the first in the Dakotas to come under civil service: They are Grand Forks and Minot, N. D., each over 16,000 in population, and Sioux Falls, S. D., population 33,362, which adopted merit systems by ordinance. By overwhelming majorities the voters of Miami Beach, Fla., population 6,494, approved a merit system and a pension plan for all city employees. The merit system becomes effective within three months.

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Analysis Shows Major Countries Use Widely Different Types Of Taxes

The United States and Canada are the only countries in which property taxes provide more than one-third of the total tax revenue, an analysis of world tax structures by the Federation of Tax Administrators disclosed today. The analysis showed in addition that personal income taxes constituted 7.5 of United States tax revenues from 1934 to 1936.

Property tax amounted to 40 per cent of all taxes in the United States and 40.1 per cent in Canada during the fiscal years of 1935-1936. In Germany property taxes constituted 25.6 per cent of the total, but in Great Britain they amounted to only 18.5 per cent, and in Italy 11.4 per cent.

However, comparative figures on world tax structure from 1934 to 1936 showed that Great Britain's income tax amounted to 31 per cent of the entire tax revenue. The income tax of France for the same period totaled 20 per cent of all its taxes, and that of Germany and Italy about 17 per cent.

The taxes on corporations and utilities, transactions, and licenses, the so-called business taxes, comprise 14.1 per cent of the tax structure of the United States. The business taxes produce 16.2 per cent of all tax revenue in Italy, 15.7 in Japan, 13.4 in France, and 32.6 in Belgium. Great Britain's business taxes comprise only 3 per cent of all taxes.

Great Britain's inheritance tax comprise 9.7 per cent of all tax sources, the highest of any major country. Inheritance taxes in the United States constitute 4.5 per cent, Belgium, 2.3 per cent, and Japan and Canada between 1 and 2 per cent.

The extent to which different countries of the world have been able to tap new sources of tax revenue is shown by Germany's tax on "flight of capital," Italy's bachelor tax, Japan's tax on table water, and Spain's tax on dignitaries and titles.

The tax data analyzed by the Federation of Tax Administrators as a means of comparing tax systems, were obtained from the 1938 study of "Tax Systems of the World."

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ASPO, AMA Emphasize Need For Coordinated Planning For Aviation

Immediate need for joint federal, state and local planning to keep pace with rapid developments in the field of aviation are emphasized in a joint survey of aviation problems by the American Society of Planning Officials and American Municipal Association.

The survey to be released shortly, states a need for "a plan based upon knowledge of our defense needs and which will integrate them with the needs of air transportation." It also points to the desirability of encouraging the training of pilots, navigators, aeronautical engineers and persons needed in the technical and administrative divisions in the air industry.

Foremost among the immediate problems facing aviation, the survey shows, is that of providing airports for the new giant planes. "With new requirements for runways nearly a mile in length, cities which have maintained top ratings in the past must now provide enlarged landing facilities and costly improvements or take an inferior rating in the national schedule of airports," the survey continued. It also pointed to needed facilities to provide for the enormous expansion of private flying of small ships.

The survey points out that the first step toward coordinating federal, state and local aviation problems may be taken by the recently appointed Airport Advisory Committee of the United States Department of Commerce.

It shows that coordinated state plans are already under way in at least ten states, and that 39 states which have planning commissions have established the machinery to study their air problems and map programs. States which through their planning commissions, have formulated aviation programs include California, Virginia, Illinois, Iowa, Massachusetts, New Jersey, North Dakota, Florida, and Tennessee. In addition a joint planning agency, the New England Regional Commission, of the six New England States, recently published a plan for New England airways and an analysis of aeronautical legislation relating to New England.

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Virginia May Become 51st "State" To Provide Social Security Assistance

With bills providing for old age assistance, aid to the blind and to dependent children, on their way to final consideration by its legislature, Virginia is expected soon to become the fifty-first and final jurisdiction participating in public assistance programs under the Federal Social Security Act, information from the American Public Welfare Association indicated today. Alaska, Hawaii and the District of Columbia already have such programs, along with 47 of the states.

Current legislative sessions in ten states find more than 70 measures introduced either to add necessary eligibility qualifications for public assistance or to amend existing plans as indicated by operating experience, the Association reported. Many changes in approved plans are expected during the course of the forty-four regular sessions scheduled for 1939.

Among states whose legislatures are now in session, Kentucky and Mississippi are reported progressing toward laws for aid to the blind and to dependent children, as well as toward more adequate appropriations for old age assistance. New York's constitutional convention in April may result in modifications affecting social aid. Massachusetts, Louisiana and Rhode Island legislatures are likely to effect changes. Proposals have been introduced in the special sessions of Ohio and Georgia. Special sessions will probably be called in Florida, Illinois and Texas, each of which has only one approved plan.

The greatest volume of legislation in any field of government during the past three years has been in public assistance. Some 250 substantive laws regarding financial aid to the aged, blind and dependent children alone have been adopted by state legislatures since the Social Security Act took form. More than 1100 bills in these categories have been introduced since the Social Security Board began its activities approximately two years ago. A number of measures have been adopted by constitutional amendment.

New York First City To Train Housing Management Personnel

Training - Housing managers

Only city in the country to give civil service status to the new municipal jobs in housing project management, New York now becomes the first city to train prospective and actual job-holders in the field for local needs, the National Association of Housing Officials pointed out today.

New York City's Civil Service Commission has assumed partial responsibility for training the housing management personnel by joining with the local housing authority and New York University in a recently opened Institute on Housing Management. Continuing for eight weeks, the Institute includes lectures, discussions and field trips. Study will concern such topics as housing and its relation to other social problems; housing progress through legislation; fiscal problems of housing projects; maintenance and servicing problems; legal aspects of housing management; and communal activities in a housing project.

The course is under the joint supervision of Dr. Carol Aronovici, lecturer on housing and town planning at New York and Columbia Universities, and Abraham Goldfeld, manager of Lavanburg Homes, private low-rent housing project.

Last fall the New York City Civil Service Commission set up tests for five housing personnel positions. Included were classifications of building manager, management assistant, resident building superintendent; director of bureau of plant and structures and director of bureau of tenant relations of the New York City Housing Authority. Examinations have not yet been given for the posts, incumbents being hired on a temporary basis.

Management employees working on PWA housing projects throughout the country were not subject to civil service requirements, since all PWA personnel was exempt from the federal civil service. Certain efforts were made, however, to establish job qualifications and selection policies representing good civil service procedure.

NOTES ON THE HISTORY OF THE
CITY OF NEW YORK

THE UNIVERSITY OF CHICAGO

American Public Works Association Lists Developments In Flood Control

Rising rivers in southern and western sections of the country again focus attention on the nation's flood control policy developments since the 1937 season of floods, the American Public Works Association pointed out today.

Citing a review of flood control measures listed in its forthcoming Public Works Engineers' Yearbook, the Association marked the following as outstanding developments:

1. Two acts of the 74th Congress greatly extended federal responsibility in flood control, establishing the federal government as the directing authority of a national flood-control policy, and giving recognition to the principle of local government participation:

The Overton Act, amending the Flood Control Act of 1928, authorized reservoirs for the first time as elements in the flood-control plan for the Lower Mississippi. The Act requires states or other qualified agencies to provide all necessary lands, easements and rights-of-way without cost to the United States; to maintain and operate completed works according to U. S. War Department regulations, etc.

The Flood Control Amendment of 1937 empowering the Secretary of Agriculture to require compliance with certain conditions in extending any federal benefits for water-flow retardation and soil-erosion control to lands not owned or controlled by the federal government; and authorizing the Secretary of War to make preliminary examinations and surveys for flood control in 114 localities.

2. Enactment of flood-control legislation by a total of 14 states. Arkansas, Idaho, Illinois, Louisiana, New York, Pennsylvania, Mississippi and Washington either created special commissions or designated some state agency to make surveys and plans, and to carry out necessary measures for flood control and protection on the rivers of the state. State legislation to create, maintain and operate levee and flood-control districts, acquire property and construct flood-control works was placed on the statute books of Louisiana, Maryland, Massachusetts, New Hampshire, Pennsylvania and Texas.

3. Negotiation of interstate compacts between New Hampshire and Massachusetts concerning the Merrimack River; and by Vermont, New Hampshire, Massachusetts and Connecticut relative to the Connecticut Valley. Congress has still to approve these compacts.

4. Construction of dams and reservoirs at strategic flood-control points. Among these are: Two reservoirs projected for the Merrimack River Basin; flood walls and reservoirs designed for the Connecticut River Basin; Tygart Dam in the Ohio Basin, scheduled for completion by summer of 1938; four dams in the Susquehanna Basin; flood control and irrigation reservoir in the Arkansas Basin, scheduled for completion during 1939; retarding dam in the Santa Ana River Basin; dams and basins in the Los Angeles County Drainage Area, under construction since 1935.

Uniform Crime Reports Feed National File From 4,000 Sources

Nearly 4,000 police departments submitted crime reports to the Federal Bureau of Investigation, U.S. Department of Justice, in 1937, more than tripling the figure for 1930 when such reports were first filed, the International Association of Chiefs of Police said today.

First crime reports linking the local and state picture with the national one were called for in 1927 by the International Association of Chiefs of Police, for the purpose of considering all phases of police records and statistics as related to national crime reporting, and to check, if possible, on crime costs. The information returned was almost useless, however, because of the lack of uniformity in keeping records. As a result standards for uniform crime records were set up by the I.A.C.P., and later taken over by the Federal Bureau of Investigation. These furnish daily police reports which can be analyzed to show what, where, when and how crime is being committed and the percentage of cases cleared by arrest. From these daily records monthly reports are sent to the national file.

The 1937 record adds 111 cities to those that submitted data in 1936. In addition to 2,429 city and village police departments 1,286 sheriffs and state police organizations and 8 agencies in territories and possessions sent in reports.

* * *

Public Officials, Employees Seek Advance Training

Endeavoring to learn more about their jobs or about other functions in their local governments, 231 public officials and employees have enrolled in correspondence courses offered by the Institute for Training in Municipal Administration, the International City Managers' Association, sponsor of the Institute, announced today.

Students from 149 cities in 34 states, the District of Columbia, Hawaii and four foreign countries, are studying personnel, public works, fire, and finance administration, and the social and political background of the American city and its government. Included in the "student body" are city managers, city councilmen, municipal engineers, personnel directors, finance officers, fire chiefs and many other classifications of governmental administrators. The foreign students are enrolled from South Africa, Brazil, Cuba, New Brunswick and Ontario.

The training institute, which was established in 1935, has 55 alumni, who are awarded certificates upon completion of one course. Announced for the 1938 curriculum is a course in police administration, to be released in April.

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New York, New Hampshire May Alter Constitutions In Conventions

Constitutional conventions in two states will meet this spring to attempt revisions of their state governmental frameworks, the Council of State Governments said today. On April 5 and May 11, respectively, convention delegates will gather in New York and New Hampshire capitals to discuss proposals for amendments that may later come before the voters.

Probable measures before New York's 153 delegates include: (1) Reorganization of the judicial system and changes in state administrative departments; and creation of a state department of justice to coordinate state and local agencies for crime control; (2) Broadening of city and county home rule; and limiting of local mandatory expenditures and municipal indebtedness; (3) Proportional representation; (4) Improvement of state budgeting methods; (5) State aid to highways, public and sectarian schools, health and poor relief; (6) Tax exemptions and tax limitation; (7) Consideration of initiative and referendum proposal; (8) Reorganization of state and local civil service, including pension systems; (9) Labor and social welfare matters.

Among subjects reported as facing the New Hampshire convention are: (1) Tax revision, including graduated personal income and sales tax proposals, and revision of forest and real estate levies; (2) Time limit on legislative sessions; (3) Reduction of size of the lower legislative house, now numbering 418 members; (4) Possibility of establishing the office of lieutenant-governor.

Whatever amendments are recommended by the New York convention must be voted upon within six weeks of the convention's adjournment, and those that are approved by the electorate will take effect January 1, 1939. New Hampshire voters will ballot at a date to be specified later and the legislature will fix the effective date of approved amendments.

According to the Council of State Governments there are 13 different combinations of requirements governing the calling of conventions among the states. The most common requisite is a two-thirds vote of approval by each house and a majority of the referendum. New Hampshire must ask its voters every seven years whether they desire to hold a convention; New York must do so every twenty years.

States have not been particularly quick to change their constitutions by convention, although 37 of the constitutions were adopted in their present form before 1900. Of a total of 185 conventions, 128 have seen their proposals adopted; 27 have been partially successful; and 30 have failed entirely.

The convention is one of three ways to amend state constitutions: the other two are referred changes by legislatures and revisions by popular initiative. During recent years conventions have been replaced frequently by constitutional commissions, which suggest to the legislatures amendments that may later be submitted to popular vote. Virginia got a fresh constitution in 1928 by this method; others utilizing it have been New Jersey, New York, Michigan and Maine.

Tax collection

Organized Collection Campaigns Reduce Delinquent Property Taxes In Many Cities

The trend toward organized campaigns for collection of delinquent property taxes which total one billion dollars for the nation, is reducing tax delinquencies in many cities and counties, the Municipal Finance Officers' Association reported today.

Although most cities are limited by their state laws in their remedies against delinquent taxpayers, the Association found that the collection campaigns frequently increased payment of both current and delinquent taxes without new state legislation or wholesale foreclosures.

Butler county, Ohio, for example, reduced its delinquent taxes by more than one-third in 18 months, collecting \$627,819 during that time. Butler county's campaign started with an announcement of intention to publish the list of tax delinquent property owners, the announcement alone bringing in \$200,000 in delinquent tax payments. Following publication of the delinquent properties, the county prosecutor and special tax officers interviewed the property owners personally.

Less than 10 per cent of the owners showed proof of inability to pay all or part of the taxes, and only 18 refused to pay any part of their bills. The tax officers arranged for payment of taxes in installments, and granted six months grace to owners unable to pay before starting foreclosure.

Establishment of real estate divisions to handle property obtained by tax foreclosures has resulted in producing additional revenue in Portland, Ore. and other cities, the Association reported.

Other methods of collecting delinquent taxes include Plattsmouth, Nebraska's practice of obtaining tax sale certificates making the city trustee for property after three years of tax delinquency. Plattsmouth holds these certificates two years before starting foreclosure.

Rochester, N.Y. increased tax payments by providing for installment payments and adjusting penalty rates. The city also used the weapon of foreclosure threats against owners of income-producing property who appeared to be deliberately pocketing all the income and withholding payment of taxes. The city collected more than \$8,000,000 in delinquent property taxes from 1934 to 1936.

Scores of cities now use special delinquent tax collectors, special notification of delinquencies, and installment methods of collection to retrieve delinquent taxes, the Association found.

* * *

Tobacco Tax Produces \$551,900,000 Federal Revenue in 1937

Increasing importance of the tobacco tax which added \$551,900,000 to the federal treasury in 1937, as a source of tax revenue, is disclosed today in a survey by the Federation of Tax Administrators.

The survey showed that the tobacco tax ranks third in importance among all federal taxes. Tobacco tax revenue increased \$149,200,000 during the last four years, rising from \$402,000,000 in 1933 to \$425,000,000 in 1934. The federal tax of six cents on each package of twenty cigarets produces a large portion of the revenue.

Although 21 states collect some form of tobacco tax, it is less important as a state revenue measure. It furnishes an average of 4.55 per cent of the total revenue of the tobacco tax states, the percentages ranging from .81 in Maryland to 8.52 in Alabama. Nine of the states collect the tax on cigarets alone, while others levy it on cigars, and cigarets; smoking tobacco and cigarets; or cigarets, smoking tobacco and snuff. Alabama is the only state specifically listing chewing tobacco as taxable.

In most states where tobacco is subject to a selective tax it is exempt from a sales tax, although Washington, for example, collects both a selective and a sales tax on it. Cigaret tax rates vary from 1 cent per package in Washington to 5 cents in Arkansas.

Following are the states which collected a cigaret tax separately from other tobacco taxes, and the net revenue which they received from cigarets in 1937; Connecticut, \$2,501,977; Washington, \$1,096,612; Ohio, \$7,441,915; Vermont, \$207,004; Pennsylvania, \$11,316,174; Texas, \$6,618,785; Utah, \$322,787; Iowa, \$1,675,602; Kentucky, \$1,570,473; Kansas, \$1,108,394; Oklahoma, \$2,050,077; South Dakota, \$526,251; North Dakota, \$336,711; and Arkansas, \$1,391,130.

New York Takes Lead In Police School Movement

T. Sullivan - P. 2

If New York approves a pending proposal, it will be the first state to make schooling of policemen in service mandatory, the International Association of Chiefs of Police reported today.

Along with cities in a dozen or more states, many municipalities in New York send their policemen to school once a year to learn the latest in crime detection methods. Under the present legislative proposal, any person appointed or employed as a police officer after July 1, 1938, on any city's police force totalling four or more members, must attend a police training school for at least two weeks during his first year on the job. The training schools must be approved by the New York State Board of Regents. The state department of education will help organize courses of study for patrolmen in service who want to take examinations for promotion; help establish classes in the public day and evening schools; and cooperate with colleges and universities in setting up special courses and issuing certificates.

Policemen were among the first governmental employees for whom in-service training was provided, the I.A.C.P. pointed out. New York State itself, through its municipal league, the New York Conference of Mayors, has had police training courses for ten years.

Short training courses have been held annually by other leagues of municipalities in states such as Kansas, Minnesota, Oregon, Texas and Virginia, and they recently were instituted in Colorado and Michigan. Several universities, among them Northwestern, Purdue, Fordham, the Universities of California and Southern California and Massachusetts Institute of Technology schedule classes in criminology for peace officers of experience. Another recent development is the Federal Bureau of Investigation's National Police Academy, which in 1935 invited the first group of municipal law enforcement officers to Washington for a six weeks' course, and from which 187 state and municipal police officers have graduated in two and a half years.

81 Cities Issue Annual Reports To Inform Citizenry

Hoping to rate a 1938 "book of the year" selection by citizen-taxpayers, 81 municipal governments issued annual reports on 1937 affairs, the International City Managers' Association disclosed today.

Reports of 1937, which numbered seven more than for 1936, were distinguished by being uniformly a little larger than pocket-size format, although they varied in length from four to four hundred pages. They weighed from half an ounce to more than a pound; but the most attractive documents ran only to fifty or seventy-five pages.

A variety of information filled these municipal records, some of which were supplemented by pamphlets. The most readable reports, according to "Public Management," I.C.M.A. magazine, included only the significant statistics about the city's activities and interpreted all charts in the text. Some reports were principally a description of departmental accomplishments. Others explained the numerous contacts of the citizen with his government: where and when to pay the tax bill, how to get a dog license, etc. The Los Angeles City Department of Public Works issued a booklet of typical questions asked during the year, with answers.

Although many of the reports proved rather "heavy" reading in their financial sections, several cities attempted to interpret the tax bill in the plainest terms. Morgantown, N.D. told citizens that the per capita cost of street maintenance and construction amounted to three pounds of bacon per year, the total cost of city government to one-fifth of a loaf of bread per day per capita. Columbus, Ga. distributed a leaflet, "City Taxes, Cigarettes and Chewing Gum," or "What the Citizen Gets for His Money."

Few of the cities under 100,000 and virtually none of the sixty-four under 30,000 mentioned personnel activities in their reports, although this is a growing municipal function. Planning was recognized, even in many of the smaller city reports. Other subjects given detailed attention were traffic regulation, fire and health department work, and public welfare.

Interest in municipal reporting is noticeably increasing, the I.C.M.A. pointed out. Vermont has had a state-wide municipal reporting contest for the past three years, last year joining with Maine in an interstate competition.

Ohio Extends Mandatory Pension System To All Public Employees

Ohio, by recent legislative action, becomes the first state to extend a mandatory pension system to all county and municipal employees, the Civil Service Assembly of the United States and Canada said today. The pension applies to all employees except those covered by a retirement system established by law or charter and those who petition for exclusion. Elected officials are not included.

The pension system will be administered by the Public Employees' Retirement Board, composed of the attorney general, state auditor, chairman of the civil service commission and three employee representatives. One of the employee representatives is to be elected by state, one by county, and one by municipal employees. The political subdivisions of the state will be required to pay prior service charges and 50 per cent of the annual pension contributions.

Wisconsin, Illinois and Arizona have compulsory pension laws for policemen in cities of certain population classes, and Colorado has made firemen's pensions mandatory for certain cities.

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Assessment Surveys On Current Calendars Of Many Municipalities

Improvement in assessment procedures through installation of up-to-date systems is a growing trend throughout the country, the National Association of Assessing Officers reported today. During the past year numerous cities and counties, as well as a few states, have sponsored major reassessment projects for the purpose.

Nassau County, N.Y., most recent to enter upon a reassessment program, will spend \$570,000 for the preparation of permanent land and tax maps, as authorized by a bond issue. Providence, R.I. has embarked upon a WPA reassessment project which will take a year to complete, will employ between 125 and 135 workers, and cost about \$100,000. A WPA project to modernize tax administration procedure was recently announced for New Orleans. Included will be establishment of accurate property records, construction of up-to-date tax maps, analysis of existing tax delinquency and installation of delinquency tax records.

Lucas County (Toledo), O. completed a survey of real estate parcels in a reassessment project last year; in Texas rural land was surveyed and classified. Other cities where reassessment projects have been undertaken or are in progress are Paterson, Hackensack and Trenton, N.J., St. Louis, Mo., New York City and Tampa, Fla.

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News Bulletin of
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Federal Housing Programs Bolster Movement For Revision Of City Zoning Laws

Large scale housing plans sponsored by the federal government in the new national housing program are bolstering the movement for re-examination and revision of zoning and building laws in cities throughout the country, the American Society of Planning Officials noted today. The announcement by Nathan Straus, United States Housing Authority administrator, that the entire \$500,000,000 federal grant will be earmarked for large scale housing developments this year, gave increasing emphasis to zoning problems affecting large scale housing.

New York, which plans to construct public housing projects on the lower East Side, has focused its rezoning activity on the area adjacent to the East river. This area is now zoned chiefly for unrestricted and business use, but proposed revision would reduce the unrestricted area from 53 to 9.6 per cent, while the land zoned exclusively for residences would be increased from 22 to 44.5 per cent.

Portland, Ore., and Buffalo, N.Y. are among the cities which have undertaken extensive revision of their zoning ordinances. Studies looking toward rezoning are under way in Bridgeport, Conn. and Providence, R.I. In all these cities, large scale housing developments have been important considerations. The housing movement has also hastened consideration of a zoning ordinance in Detroit, the only metropolitan city in the United States without such an ordinance.

Although large scale public housing projects have emphasized the need for zoning revisions, the necessity of rezoning for private housing construction is perhaps even more important, the American Society of Planning Officials points out. Rezoning of cities for private home building must inevitably receive increased attention as the new Federal Housing Administration program for construction of private houses progresses, according to the planning group.

Section II City Council

The Council is the governing body of the city and is composed of nine members. The Council is responsible for the administration of the city and for the enactment of ordinances. The Council also has the power to appoint and remove the Mayor and the members of the various boards and commissions. The Council meets regularly on the first Monday of each month, except in the month of July when it meets on the first Tuesday. The Council's office is located in the City Hall.

The Council is divided into three districts. Each district elects three members to the Council. The districts are based on population and are designed to ensure that each district has an equal number of representatives. The Council also has a Mayor who is elected by the voters of the city. The Mayor is the chief executive officer of the city and is responsible for the execution of the laws and ordinances. The Mayor also has the power to veto any ordinance passed by the Council. The Council and the Mayor work together to govern the city and to improve the lives of its citizens.

Federal Returns To Aid Local Assessors Seeking Tax Evaders

Federal income tax returns going into the mails to meet today's deadline will fall under the scrutiny of local assessors seeking personal property tax evaders in a number of states, the National Association of Assessing Officers reports.

Last year Washington, D.C., Providence, R.I. and Chicago, Ill. showed handsome additions to local tax rolls as a result of the examination privilege granted under the Costigan Amendment approved by Congress in 1935. Idaho assessors also were able to examine income tax returns, and the Michigan State Tax Commission has announced that it will cooperate "to the fullest extent" with local assessors this year in supplying information contained in federal tax returns. Maryland, Maine and Connecticut are contemplating use of the Costigan Amendment privilege, which is granted to state taxing agencies only, to be passed on at their discretion to local assessors.

Income tax returns for 1937 will be available for inspection by the summer or early fall of 1938. The forms returned this year differ in several respects from those used in previous years, being less minutely itemized in several instances, according to the National Association of Assessing Officers. Although the changes have "seriously impaired" the value of the examination privileges, they have not "rendered these privileges worthless," says the N.A.A.O. In several states where the amount of intangibles exempt from property taxation is small, the new returns will be nearly as useful as previous ones. This is true also in those states subjecting no intangibles to property taxation, where the value of the federal returns lies largely in the inventory information.

Assessing officers who examine the federal tax returns bear the entire responsibility for safeguarding information secured, the N.A.A.O. points out. A fine of \$1000 or a year's imprisonment or both awaits any officer, employee or agent of any state or political subdivision divulging information for unauthorized purposes.

Almshouse Vanishing Under New Type Of Poor Relief

The "poorhouse" may soon sink into oblivion if its replacement by non-institutional care continues at the present rate, information from the American Public Welfare Association indicated today.

Development of unemployment relief, old age assistance and other types of assistance on a national scale, and more effective state and local departments of public welfare are beginning to have far-reaching effects on the old system of poor relief. Most states within recent years have removed large numbers of people from almshouses, and a number of them have turned their almshouses into hospitals for the chronically disabled.

Virginia, even before social security legislation was enacted, closed almshouses and substituted district homes with hospital equipment. Since August, 1935, Alabama has reduced its county almshouses from 63 to 13. One state hospital for chronic cases replaced the almshouses in Delaware's three counties. Since 1932 New York has been remodeling old institutions, turning them into county infirmaries. During the past two or three years Connecticut, Iowa, Minnesota, Tennessee and West Virginia have closed many of their institutions for the poor, and other states have reduced poorhouse populations by providing elsewhere for them.

Alabama's case, described in the current "Public Welfare News," bulletin of the A.P.W.A., typifies the change in provision for aged dependents. For more than one hundred years, up until the present relief program began, care of indigents fell to counties in Alabama. As late as 1927 a law was passed prohibiting use of county funds for "paupers" outside almshouses for longer than one month. Later this act was amended to enable counties without adequate almshouse provisions to arrange for other care, up to \$8 a month. The law itself was repealed in 1932, and the next year public assistance outside institutions was provided on a large scale. State funds are matched on an equal basis with counties for non-institutional care of the poor. The same amount of county funds expended on almshouses covers a much larger number in family homes.

In November, 1935, Alabama's total almshouse population was 1,413. Since then 807 people have been removed: 100 to homes of their own; 264 to live with relatives; 418 to board out, and 14 to state institutions. Other arrangements have been made for 11.

Drawbacks in Alabama, as in other states, to entire clearance of almshouses include the lack of state hospitals for the mentally ill and mentally deficient and for those in need of physical care. Difficult to overcome is the hitherto fixed idea that the dependent aged must have institutional care and do not deserve individualized treatment.

43 Legislatures Passed 17,194 Bills In 1937, Survey Shows*Legislature*

From the grist of 55,000 bills, the legislative mills of 43 states ground out 17,194 new laws in regular sessions last year, a survey by the Council of State Governments disclosed today. The survey estimated that approximately 1,000 additional bills were considered in 18 special sessions during the year.

Although both houses of the state legislatures actually passed 18,483 bills or about one-third of all they received, nearly 7 per cent of the measures which gained their endorsement, or 1245, were vetoed by governors. The governor holds veto power in every state except North Carolina, according to the survey.

The Minnesota legislature, which received 3,037 proposals, passed only 495, the smallest percentage of any state. Ohio passed only 208 of 1,805 proposals, or about one-fifth of all bills brought before the legislature.

Although the legislatures of more populous industrial states in general received more bills and enacted more new laws than most of the agricultural states, they followed the national trend as to percentage of laws in proportion to bills introduced. New York enacted 1,248; Pennsylvania, 756; New Jersey, 185; and Massachusetts, 546. The Tennessee legislature received 3,068 bills, the greatest number for non-industrial states.

Nebraska's new unicameral legislature considered and passed fewer bills than most of its neighboring states. The unicameral body received 581 bills and passed 228.

Different classification of the term "bills" in the various states prevents an accurate, detailed comparison of the number of measures passed, the survey points out. Some states list resolutions and memorials in addition to proposals which might be enacted into statutes, while others include reports and governors' messages.

States whose legislatures are now in regular session are: Massachusetts, Mississippi, New York, New Jersey, South Carolina, Virginia, and Rhode Island. Special sessions are under way in Arkansas, Kansas, and California. The 43 legislatures which met last year will convene again in regular session in 1939.

Civil Service Systems Provided On Contract Basis For Michigan Cities

Civil service for small cities that cannot afford a full-time personnel department is under demonstration with success in Michigan, the Civil Service Assembly of the United States and Canada reported today. Since it was set up in February, 1936, a total of 16 cities and villages have utilized some part of the municipal personnel service of the Michigan Municipal League, which on a "contract and cost" basis offers assistance ranging from establishment and administration of whole or partial merit plans to giving tests for a single position.

Saginaw, Kalamazoo and Royal Oak have contracted for the full administration of their personnel programs by the League's service. Other cities where work has been done include Adrian, Bay City, Benton Harbor, Dearborn, Escanaba, Flint, Grosse Pointe Park, Highland Park, Jackson, Marine City, Muskegon, Plymouth and St. Joseph. The largest city, Flint, has a population of 156,000 and 1100 classified employees are covered. The smallest is Marine City, population 3,500, where 11 employees are under the merit system.

Until three years ago only two cities in the state--Detroit and Grand Rapids--had civil service. Early in 1935 Flint passed a merit system ordinance, Saginaw and Dearborn following. To meet the demand from these and additional adopting communities, Michigan Municipal League officials consulted with national agencies interested in improving government personnel. A staff of personnel technicians was employed jointly by the League, Public Administration Service and the Civil Service Assembly to advise on installations and operation of local civil service.

The small municipality's civil service operative needs are taken care of in several other states besides Michigan, according to the Civil Service Assembly. New Jersey cities may by referendum place their employees under the jurisdiction of the state civil service commission. In New York the state commission supervises civil service in small towns and villages. Arkansas and Tennessee passed civil service laws in 1937 enabling the state to serve municipalities on a contract basis. California counties also may perform personnel work for cities and villages within their areas on a contract basis.

City, State Police Find Wider Use For Lie Detector

Use of the polygraph or lie detector to examine vagrants as well as persons suspected of crimes was reported today by the International Association of Chiefs of Police.

Wichita, Kans., which puts the lie detector to a wider use than any other city in the country, tested 1,551 persons last year, according to the Association. Of this number 1,163 had clear records, while the records of 363 others indicated deception and 15 insanity. Police obtained confessions of guilt from 211 persons and prosecuted 51 others on the basis of the tests. Wichita police examine all persons who are to be detained, whether vagrants or suspects.

Superintendent Donald F. Stiver of the Indiana state police reported to the Association that his department used the lie detector in 158 cases in 1937. The records indicated guilt or possession of guilty knowledge in 68 cases, and of these 48 confessed guilt. Seventy-two persons established their innocence by the tests.

Michigan State and Berkeley, Calif., city police also used the lie detector as a part of their regular routine last year. An increasing number of cities use it in special cases in which the accused is suspected of lying.

* * *

11,000,000 In U. S. Under Council Manager Government

More than 11,000,000 people live in cities now under the council manager plan of government, the International City Managers' Association reported today. An even dozen cities adopted the plan in 1937, ranging in size from Jacksonville Beach, Fla., pop. 1,094, to Alameda, Calif., pop. 35,033, according to the Association's new directory.

The 447 cities and 7 counties under the council manager plan in the United States are in 38 states. Michigan has the largest number: 46; while Florida, Virginia, Texas, California and Oklahoma have 30 or more apiece. Ohio lists 23 council-manager cities; Pennsylvania, 22. Iowa, New York, Kansas, Maine, Georgia and North Carolina have from 10 to 20 manager governments; and 24 other states from one to ten each.

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THE UNIVERSITY OF CHICAGO

On the morning of the 11th of the month of June, 1968, the University of Chicago was visited by a group of about 100 persons who were in the Chicago area to attend a meeting of the American Psychological Association.

During the day, the group was taken to various places of interest in the city, including the University of Chicago, the Art Institute of Chicago, the Field Museum of Natural History, and the Adler Planetarium.

Two hundred and fifty persons, while the majority of the group were from the University of Chicago, were also present. Police observed no unusual activity or behavior on the part of the visitors. Within the University of Chicago, the group was taken to the University of Chicago Library, the University of Chicago Press, and the University of Chicago Press Building.

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Struggle To Provide Poor Relief Again Grips Cities, States

With many relief cupboards scraped bare, cities and states are struggling desperately with the problem of how to find money for direct relief during the recession, the American Public Welfare Association said today.

Reports reaching the association from all over the country show inadequate financing of relief for the needy millions not covered by work relief programs such as the W.P.A. Some of these reports, however, indicate a direct effort to meet the problem through legislation.

The Ohio legislature, in a special session just ended, appropriated \$11,000,000 for direct relief in 1938 and nearly \$6,400,000 to cover deficits and debts incurred during 1937. The legislature levied a tax of .65 of one per cent on gross receipts of utilities to replace a tax expired December 31, and provided for transfer of 3 per cent of the gross receipts of municipally-owned utilities for poor relief for the next two years. In addition provision was made to use the proceeds from taxes on alcoholic beverages and amusement admissions for relief.

Governor Herbert H. Lehman, of New York, has just signed bills continuing the 2 cent a gallon emergency gasoline levy and a 2 per cent tax on gross receipts of utilities, permitting localities to add 1 per cent tax besides. New York City, facing an estimated relief deficit of \$21,200,000 for this year, asked indefinite continuance of its special taxing powers, and a full return on utilities' taxes from the state.

New Jersey municipalities anticipate 1938 relief cash needs at \$13,503,000. The state legislature is considering waiver of municipal debt limits to allow temporary borrowing to be made up by proceeds from a proposed state bond issue. In addition a state-wide road program has been started to substitute work relief for cash relief covering at least 20,000 families.

A sales tax proposal of 2 per cent on retail sales is before the Massachusetts legislature as a relief financing measure. An estimated revenue of \$45,000,000 a year would be distributed to cities and towns on the basis of welfare costs.

"Much of the trouble in financing and handling direct relief is due to administrative weaknesses," said Fred K. Hoehler, director of the American Public Welfare Association. "There is a lack of definite responsibility except in a few states which match local relief funds. Fewer difficulties are found in those states having good administration and supervision in public assistance and relief, and having counties assuming definite local responsibility as a part of the relief program."

Skyscraper Building Days Are Over, Modern Trends Indicate

Skyscraper building days in the United States are over--many of the towering office buildings already built may stand as historic examples of American twentieth century oddity, the American Society of Planning Officials predicted today.

Construction of huge office buildings during the boom days of 1920 to 1929 not only has resulted in an over-supply of office space at the present time, the planning group said, but modern trends indicate a steadily decreasing need for such structures in the future.

The prediction is based on two trends, population and city development. Forecasts of population experts, the Society points out, indicate that the country's population will become stabilized with a balancing birth and death rate by 1960. These forecasts based on census figures indicate that the population in 1960 will total approximately 150,000,000, with family units becoming smaller and the number of families larger.

Phenomenal growth of cities, population curves indicate, is also a thing of the past. Although cities will continue to grow the rate will be much slower, and the growth will exhibit different characteristics.

The present trend of city growth is toward decentralization from central business areas, according to the Planning Society. In practically every large city in the country population is moving from the center of the city to the suburbs. Many stores and offices are opening branches in outlying districts.

"This trend is most noticeable," the planning group said, "in Chicago, Cleveland, and New York. In the ten year period from 1920 to 1930 the population of the borough of Manhattan decreased from 2,284,103 to 1,867,312. During the same period the Detroit board of education estimated a population loss within the Grand Boulevard area alone of 120,000."

These shifts in population raise the question of profitable land use in the areas where skyscrapers were being built a decade or so ago. They also cause city planners the problem of providing houses and extending public utilities to the suburban areas, according to the Society.

Nation-Wide Civil Service Survey Launched

Inauguration of a nation-wide survey of public personnel administration was announced today by the Civil Service Assembly of the United States and Canada. The project, first of its kind, is expected to take more than a year, and will require the cooperation of civil service agencies in about forty jurisdictions.

From examination of the actual policies and procedures of these agencies a detailed picture of civil service operations will be drawn, and on the basis of their experience and the advice of personnel authorities, standards of practice evolved.

Among jurisdictions cooperating in the project are the city and county of Milwaukee, Wis., where representatives of the C.S.A. are already at work; Duluth, Minneapolis and St. Paul, Minn.; Tucson, Ariz.; Los Angeles County and San Francisco, Calif.; Cincinnati, O.; Denver, Colo.; Jefferson County, Ala.; Knoxville, Tenn., and New York City; and the states of New York, New Jersey, Massachusetts, Michigan and Wisconsin.

The civil service survey is not to be conducted as an investigation, and no recommendations for changes in any individual system will be made.

In each jurisdiction visited the Assembly's field men will gather material by interviews with personnel officials and through examination of files and records, following an outline completed with the aid of personnel authorities from all sections of the country. All information will finally be assembled on a functional basis, so that policies followed by civil service jurisdictions on position classification, test procedures, etc., may be seen at a glance. The entire collection of material will then be prepared as an authoritative guide to policies and practices in the field of public personnel administration.

Household Furnishings Gradually Going Off Tax Lists

Household furnishings and personal effects are on their way off the tax lists, a survey by the National Association of Assessing Officers indicated today. The census of states with exemption laws now totals 38, Georgia having been added to the list within the past few months.

Proponents of tax exemption of household furnishings advance these arguments: That the assessor finds it difficult to locate all property of this sort unless the home is practically "invaded." Valuation of much of this property is difficult because of absence of standardization. Taxes are often allowed to go delinquent and in many states cannot be collected because such property is exempt from attachment. Revenue derived is too small to warrant the expense of assessment and collection. Household furnishings of a great many persons are little more than adequate for decent living and should therefore be exempt, at least so long as they do not exceed a certain value.

States have made five general types of exemption laws on household furnishings:

1. Full exemption, found in Delaware, New Hampshire, New York, Ohio, Oregon, Pennsylvania, Washington and Wisconsin.
2. Limited exemptions, applying in 22 states and the District of Columbia, and varying in amount from \$50 in South Dakota to \$1,000 in Louisiana and the District of Columbia.
3. Lump-sum personal property exemptions under which all taxpayers or heads of families or householders are exempt on personal property of all types up to a certain amount. Seven states have exemptions of this type, ranging in amount from \$100 in California and Minnesota to \$1,000 in Tennessee.
4. Lump-sum exemptions applicable to both personal and real property. New Mexico is the only state offering this exemption to the general public. War veterans and the blind are allowed the exemption in many other states.
5. Vanishing exemptions, available only to taxpayers whose total holdings in household furnishings do not exceed a certain amount. Idaho is the only state offering this exemption to the public, but restricts it to citizens.

In other states that have no specific exemption for household furnishings local assessors sometimes eliminate these items from the tax list by administrative decision in the interest of economy. The assessor of Cook County (Chicago) Illinois, for example, has dropped some 600,000 names from the personal property assessment rolls, most of which were previously assessed only on household furnishings. Past figures had indicated that only 6 per cent of these persons paid any taxes, and that it cost \$900,000 to assess taxes on which only \$259,000 in collections were realized.

Two-Way Street Cleanup Problem Faces Cities As Spring Nears

The removal of several months of dirt accumulation from city streets in preparation for the resumption of regular street cleaning operations is a problem which will challenge special attention in most cities in the northern part of the United States within the next few weeks, the American Public Works Association noted today.

In cities where regular cleaning has been interrupted during the winter, street departments usually face two special cleanup tasks, the Association pointed out. The first should be directed to remove sand and cinders placed on the pavements to promote highway safety, as soon as snow and ice thaws, with a second cleanup following a few weeks later just before regular cleaning practices are resumed.

Removal of cinders, sand and heavy dirt from the pavements should be completed as early in the spring as possible, the report said, to prevent spring rains from carrying it into sewers and catch basins from which it is difficult and expensive to remove. For this reason most cities use emergency methods for the first spring cleanup, employing large crews of men to conduct the work.

Hand sweeping and shoveling methods usually are required to remove the first heavy dirt, although some cities use the motor sweeper method. The latter cities frequently use a much stiffer fiber in the main brushes of the sweeper than for regular cleaning purposes. Hickory fiber is used in some places.

Before regular cleaning methods are put into effect in the spring, it is customary in many cities to wash pavements and gutters by flushing after a second sweeping. The spring cleanup campaigns often include partial cleaning of unimproved or partially improved streets, at least to the extent of removing accumulated trash.

The effective spring cleanup campaign should enlist the support of citizens in removing ashes and trash, and cleaning of sidewalks and parked strips, as well as cleaning of sidewalks over bridges and adjacent to parks and other public property by the proper agencies, it was noted.

City Tests New Way To Solve Tax-Delinquent Land Problem

Add new remedy for the common municipal ailment of too much tax-delinquent land: The plan of St. Joseph, Mich., as reported by the International City Managers' Association, which has the four-fold purpose of:

- (1) Getting back the major portion of a \$150,000 investment in public improvements in tax-delinquent areas.
- (2) Permitting property owners to realize something on their investment.
- (3) Encouraging home building.
- (4) Returning the property to the tax rolls.

By Michigan law tax-delinquent properties would revert to the state, resulting in a complete loss to the city as well as to the property owner. Most of St. Joseph's delinquent properties were new subdivisions back in 1928 with high special assessments for improvements. These went unpaid in the subsequent depression and had to be met by the city to the tune of \$150,000. Under the plan evolved by St. Joseph's City Manager, H. G. Crow, according to "Public Management," magazine of the I.C.M.A., tax-delinquent property owners deed their lots to the city, which pays up the accumulated delinquencies, then sets a cash price on each lot that will encourage rapid sale. No lots will be sold except for homes, on which a reasonable minimum price will be fixed to prevent construction of shacks and cheap buildings. The city proposes to return to the original owners 20 per cent of the sale price, and the balance from the sale of all the lots is expected to liquidate its \$150,000 investment in improvements.

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San Diego Tries Prevention Plan In Campaign Against Drunken Drivers

In San Diego, Calif., an "ounce of prevention" highway safety campaign attempts to check drunken drivers before they have an accident, the International Association of Chiefs of Police reported today.

Police squads stationed at various arterial highways examine all drivers suspected of being under the influence of liquor. In the first month of the campaign 100 drivers were arrested on drunken driving charges. Only 20 arrests were made during the second month.

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Two Cities Campaign Against Horn-Honkers

Evanston, Ill. and Memphis, Tenn. are directing anti-noise campaigns against automobile horn-honkers, the American Municipal Association reported today. Evanston's new city ordinance prohibits the use of the horn except by moving automobiles. The Memphis city council, in a drive against unnecessary horn honking, has asked its civic clubs to study the problem and suggest provisions for an anti-noise ordinance.

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Cities Face Dilemma Of Added Airport Costs As Aviation Progresses

Progress in aviation as represented by bigger and faster planes today has brought a new dilemma to hundreds of cities in the United States, the American Municipal Association said today, as advance results on a nation-wide survey of governmental airways problems were disclosed.

Whether to spend millions of dollars more to enlarge airport facilities in which they have already invested between \$300,000,000 and \$400,000,000 and are operating at sizeable annual losses, is the question confronting these cities. The problem is most difficult in smaller cities along the civil airways system, the Association pointed out, for the same facilities for landing large commercial planes are required regardless of per capita costs.

Airways have developed during the past ten years to the point where 738 cities now operate municipal airports. Much of the interest in airport construction dates from the boom days when the possibilities of aviation fired the imagination, the report said. "In those days many persons thought the airplane would add materially to interstate and local commerce. An airport was thought of in almost the same terms as a new factory.

"Cities have had enough experience with airports to know that this hope was unfounded," the report continues. "A few cities have benefited from the airplane industry through location of factories or service headquarters, but most cities have found that airports bring little except prestige, a commodity of which taxpayers soon tire."

Reports of 84 cities operating municipal airports revealed that 78 stood an annual operating loss totaling \$1,039,936 not counting depreciation, principal or interest payments on airport bonds. The average annual loss for the 78 cities was \$13,332, while six cities showed an average operating profit of \$551.

Although failure to show an operating profit is not alone a valid reason for opposing airports, cities need further information regarding the value of airports before spending additional money for developing, the Association said. "City officials must look to the war department for some indication as to what its plans may be for national air defense. They need some indication from operators and manufacturers concerning factors which determine the location of shops and plants."

The forthcoming report on the airport problem is the result of a joint study by the American Municipal Association and the American Society of Planning Officials.

Small Cities Join Movement To Plan Their Futures

Small cities may come to the fore in city planning during 1938, if activity of recent months continues, the American Society of Planning Officials said today. The need for aid in grappling with problems of traffic, low-cost housing developments and airport placement is bringing forth new local planning agencies and the re-establishment of agencies cut down by depression economy.

A.S.P.O. cites the following planning activity for cities in the 50,000 and under population group:

Establishment of new agencies in such widely scattered communities as Santa Cruz, Calif.; Yakima, Wash.; Sioux City, S.D.; Waukesha, Wis.; and North Providence, Mass. Appointment of a new planning commission by Austin, Tex., and approval of a capital budget for long-term planning for Montclair, N.J.

Formation of a council of planning boards by several municipalities of Essex County, N.J., which together will consider location of a state highway, deficiencies in present zoning and planning legislation, and means of assisting in the formation of planning boards in neighboring communities.

Enabling legislation passed by the current Kentucky legislative session to permit cities of the third, fourth, fifth and sixth classes to create planning commissions.

To prepare cities in this population bracket for their attack on planning problems Public Administration Service, governmental consultants, announced meanwhile publication of a new edition of "Planning for the Small American City."

The monograph, written by Russell Van Nest Black, Director of Planning, New Jersey State Planning Board, and consultant, National Resources Committee, lays out all the steps in plan making, from formation of the planning agency to gathering preparatory information. Advantages modern planning offers the small city are analyzed in relation to street plan and street design; parks, playgrounds and other recreational areas; zoning; location of public buildings, airports and other aviation facilities; railroads and street railway placement; housing; and city beautification.

Emphasized is the necessity for a permanent organization and a long-term financial program for carrying out the city plan. "No city plan is ever finished," counsels Mr. Black. "Most cities will grow; all must change. A plan which is not kept alive and abreast of the city's growth and development will disappear in the dust of some city hall pigeonhole....No planner ...has been egotistical enough to say that 'this fifty year plan for your city is finished. You can now frame it and follow it as your inevitable goal.'"

Motor vehicles - Regulation

States And Cities Act To Compel Car Inspection As Safety Measure

In an effort to make all automobiles safe for driving in traffic more and more states and cities are installing compulsory motor vehicle inspection, the International Association of Chiefs of Police reported today. Washington, D.C., most recently added to the list, will demand an inspector's okay beginning with 1939 automobile registration.

The nation's capital follows 16 states and more than a dozen cities with compulsory inspection laws. The states include: Arkansas, Colorado, Connecticut, Delaware, Maine, Maryland, Massachusetts, Nebraska, New Hampshire, New Jersey, New Mexico, Pennsylvania, Utah, Vermont and Virginia, with Washington's law soon to go into effect. Six other states have laws for specific classes of municipalities only; New York's law applies to special types of commercial vehicles.

Among the cities that have installed testing stations, either because their states provided no inspection or because they wished more stringent regulation, are Memphis, Tenn. (a successful pioneer in 1934); Billings, Mont.; Chicago, Ill.; Cincinnati, O.; Des Moines, Ia.; Evanston, Ill.; Knoxville, Tenn.; Miami, Fla.; Omaha, Neb.; Portland, Ore., and Seattle, Wash.

Vehicle inspection campaigns are more than ten years old, but for a period they were purely educational. Even now standards for determining the proper condition of various equipment are incomplete. However, a project is under way, sponsored by the National Conservation Bureau and the American Association of Motor Vehicle Administrators, to establish standards of inspection.

Most of the laws and ordinances specify testing of brakes, headlights, wheel alignment, steering gear, windshield wipers, tail lights, rear view mirror, horn, windshield, muffler, tires, etc. Costs of inspection vary from nothing--in Delaware, Maryland, New Mexico and Virginia--to 50 cents. The number of inspections each year varies from one in Vermont to three in New Mexico.

W.P.A. Workers* Aid In Housing Surveys To Speed City Programs

With approval of housing surveys as W.P.A. projects, cities gained a valuable aid in their preparation for slum clearance and low-rent housing programs, the National Association of Housing Officials pointed out today.

Order approving the surveys, which require house-to-house canvassing, was passed down in Washington early this month with the announcement that the first trial project would be Detroit.

Housing surveys are useful to local authorities at various stages in their programs, according to the Housing Officials. They may be employed (1) for general planning and education; (2) for joint use with other public, semi-public and private housing agencies; (3) for direct assistance in selecting a site for housing; (4) for guiding project design by determining family and living characteristics of prospective tenants.

Five conditions must be met in order to secure W.P.A. aid with exemption to the "no-canvass" rule applying to most W.P.A. projects. To qualify, a housing survey: must be of undoubted public usefulness; must be very specific in form; must be competently supervised; must be supported by local public opinion; should be endorsed by other official agencies which might make use of the results, such as the public works, building, health and fire departments and the local planning agency.

Cities are advised that their survey projects will move faster if they follow fairly closely the standard technical procedures devised by W.P.A. These procedures are contained in manuals of instruction on previous W.P.A. projects. A supplementary manual particularly for housing area surveys is being prepared with the aid of the United States Housing Authority and the National Association of Housing Officials. Standard procedures also are being prepared on various phases of real estate and building activity, land use, population movements and occupancy-vacancy by types of structure.

Assessment

Progress In Improving Property Assessment Practice Noted Throughout Country

Progress toward higher standards and more efficient practice in property assessment was noted today by Albert W. Noonan, executive director of the National Association of Assessing Officers.

"The progress can hardly be called rapid," Mr. Noonan said, "for the same obstacles which have always existed in previous years are still present. Removal of these obstacles will require considerable change of attitude on the part of a great number of citizens."

Proposals to improve the practice by enlarging assessment districts are under consideration in several states, the Association director said, while actual enlargement of districts by consolidation has been carried out in Washington and New York states. In Washington, two counties of the state which had been assessed by 73 township assessors transferred their assessment functions to county assessors. Nassau county, N.Y., abolished the assessment boards of three towns and created a single county board.

Similar proposals to enlarge assessment districts to permit the employment of at least one full-time assessor and assistant in each have been advanced by South Dakota's state planning board, and by special legislative committees in Minnesota and North Dakota.

Several cities have attempted to obtain more competent assessment personnel by making appointments solely on the basis of fitness for the job, Mr. Noonan said. Most of the cities still limit the appointment of assessors to residents of the districts. The Association director noted the extension of civil service requirements for appointment of subordinate assessors to 15 Iowa cities over 15,000 population, and to others including Dearborn, Flint, and Kalamazoo, Mich.; Rahway, N.J.; St. Petersburg, Fla.; Tucson, Ariz., and Sacramento, Calif.

Other improvements enacted in various parts of the country include the transfer of responsibility from assessment boards to a single headed organization, training of assessors and their assistants after their appointment, simplification and clarification of assessment laws. Mr. Noonan's study will be published in the forthcoming 1938 Municipal YearBook of the International City Managers' Association.

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shall propose to enlarge assessment districts to permit the assignment of an
of one full-time assessor and assistant in each have been advanced by South
state planning board, and by several legislative committees in Minnesota and

Several cities have attempted to obtain more competent assessment personnel by
of appointments solely on the basis of fitness for the job, Mr. Noonan said.
of the cities still limit the assignment of assessors to residents of the

ability from assessment boards to a single headed organization, training of
and their assistants after their appointment, simplification and
of assessment laws. Mr. Noonan's study will be published in the
938 Municipal Yearbook of the International City Managers' Association.

Muskegon "Charts" Course Of Municipal Government

Up-to-date operation of Muskegon's municipal government can be "seen at a glance" by any city commissioner or citizen who stops at the city hall on the first of the month. On that day, reports the International City Managers' Association, colored bar charts showing trends in every municipal activity are posted in the city manager's and departmental offices. This is the kind of information available:

An expenditure chart shows the total amount spent by each division of the municipal government and the extent to which funds are overspent or underspent in comparison with budget allotments. A receipts chart indicates the amount received from each type of revenue in each month, and the total amount, as compared with the budget estimates.

A line graph shows the number of arrests made by each patrolman, and the number made in each quarter of the year. The fire department chart shows for every year since 1912 the fire loss and number of alarms. The line graph for the building department indicates for each year since 1920 the number of permits, fees collected, and value of buildings constructed. The water department chart compares collections by month with billings. W.P.A. charts give the number of men on the job each day of the month and the percentages of federal and local contributions used.

The charts are proving valuable in directing and planning municipal activities, reports Muskegon's City Manager Carl H. Peterson, in "Public Management," magazine of the International City Managers' Association.

* * *

Municipal Forests Seen As Self-Liquidating Investments

The possibility of establishing community forests as self-liquidating investments on municipally owned land was pointed out today by the American Municipal Association.

Citing figures of the United States Forestry service, the Association declared that many of the forests established primarily to protect sources of municipal water supply are now yielding net incomes amounting to several dollars an acre. The forests also serve as recreational areas.

Although most of the community forests have been established in the New England states, Pennsylvania cities now have 31 and Ohio 21 of the municipally owned wooded areas.

* * *

Social Welfare Marks First Half Of '38 Legislative Year

Social welfare dominates the scene as the 1938 state legislative season reaches the half-way mark, a nationwide survey by the Council of State Governments indicated today. Relief, public welfare and low-rent housing features legislation so far this year, with laws on planning, labor, employee-retirement and the control of social disease following in importance.

In relief, labor and housing, most laws passed redefined existing legislation.

Eight states have adjourned their regular or special sessions, and seven other legislatures are still at capitals or yet to convene.

States which have met and finished their business since January 1 include: Kentucky, New York and Virginia, in regular session; Arkansas, California and Kansas, in special session; and Georgia and Ohio, special session hold-overs from last year. Now meeting are Massachusetts, Mississippi, New Jersey, Rhode Island, South Carolina and Kentucky (the last-named in special session.) Louisiana convenes May 9, in regular session.

In the main categories these were among bills enacted:

Relief and Welfare: California made a sizeable appropriation to help counties pay their share of old-age pension costs and finance relief sewing projects, self-help cooperatives and unemployment; also proposed a constitutional amendment to merge the State Relief Administration with the state social welfare department. Georgia, among its welfare amendments, authorized the State Department of Public Welfare to spend part of its appropriation for administrative expenses of county departments of public welfare; amended the unemployment compensation law to make benefit payments possible earlier than originally planned; provided for insurance of seasonal workers; and arranged for county financing of medical care of the sick poor. Kansas created an emergency welfare fund of \$600,000 to aid distressed counties on social security problems. Kentucky legislators passed, subject to popular vote, a constitutional amendment making mandatory continuous provision of aid to the aged, the blind, dependent children and of other assistance; also changed its unemployment compensation law to make possible inclusion of all workers, regardless of occupation, on the first \$3,000 earnings. Ohio approved a poor relief financing program totaling almost \$17,500,000, to be raised by an excise tax on utilities, taxes on alcoholic beverages and amusement admissions. Virginia completed the national record for state participation in the Social Security Act program by approving plans for public assistance.

Social Welfare Marks First Half Of '38 Legislative Year--2

Housing: California and Virginia joined the 30 other states with local housing authority enabling legislation. Virginia's law permits both counties and cities to set up agencies. The Ohio legislature, first to pass a local authority act, strengthened its eminent domain powers and opened up non-federal funds of any kind, including teachers' pensions, as sources of investment for housing authority bonds. California and Kentucky passed laws to qualify lending corporations for participation in the National Housing Act. New York gave first approval to a constitutional amendment setting up a state-wide housing loan fund. For final passage it must be sanctioned once more by the legislature and by popular vote. New York also approved use of insurance company funds for low-cost housing investment.

Labor: Kentucky provided for "fair minimum wages" for women and minors. Virginia established a 48-hour week for women, and South Carolina a 40-hour week for textile workers. New York regulated fee-charging employment agencies and private detective agencies, prohibiting use of the latter in labor disputes.

Social Disease Control: Kentucky enacted a law effective in 1940, requiring health certificates from both parties before issuing a marriage license. New York approved a similar measure, in addition to the requirement that physicians treating expectant mothers test for venereal disease. Rhode Island, still in session, has a like bill under consideration. Virginia tabled a proposal for premarital examinations.

Safety: Kentucky approved a new safety code for motorists and made the Department of Revenue responsible for license revocation in drunken driving convictions. Ohio appropriated an additional \$160,000 for its highway patrol, to add 80 policemen. Virginia voted compulsory safety instruction in the schools.

Liquor legislation included Georgia's permission for county option and Kentucky's transference of licensing and regulating duties to its three-man state tax commission. In the field of planning, Georgia gave counties between 70,000 and 75,000 population the right to pass zoning and planning ordinances. Kentucky passed planning enabling legislation for third, fourth, fifth and sixth-class cities and set up a capital planning commission for Frankfort; and Virginia regulated billboards along the highways. Civil service enabling legislation was passed by Kentucky for cities of the third class; and retirement and pensioning of policemen and firemen were approved for the same cities. Ohio put municipal and county employees under public employee retirement systems, with a few exceptions.

Among miscellaneous acts were those of: New York, guaranteeing the right to women, but not imposing the duty, to serve on grand and trial juries; and authorizing savings banks to sell life insurance; Kentucky, permitting submission of a constitutional amendment authorizing women to hold public office; and Virginia, increasing the school term from eight months to nine.

Highway Surveys Will Eliminate Guesswork In Roadbuilding

Few if any important factors relative to the building of highways will be left to guesswork in the future, Herbert S. Fairbank, Chief of the Division of Information, United States Department of Public Roads, disclosed today in an analysis prepared for the American Public Works Association.

In the future, cities, counties, states or the federal government, will be able to determine the need for each road, its cost, life, and how much the public will be able to pay for it. The information, obtained through surveys made by individual states in cooperation with the U.S. Bureau of Roads, will be available for highway planning before any money is spent for construction. The surveys are also expected to provide valuable data which will increase highway safety by proper construction.

In order to determine the important road construction factors, the builders must know the number and type of vehicles which will use the highway in any given period, and the proportion of local and out-of-state users. In 44 states most of this mass of information already has been collected, and is being tabulated and analyzed. The field work is now in progress in two other states.

The first step in making the surveys, Mr. Fairbank said, is the preparation of a road inventory in all states. When completed the inventory will provide the first complete maps and records for the estimated 3,000,000 miles of rural highways in the country, most of which had never been adequately recorded. The inventory will include such factors as length, width, and condition of the roads; location and description of bridges and railroad crossings, and a record of important structures located near the road.

The second step is the traffic survey including manual and automatically recorded traffic counts on all the main and local highways. The counts are recorded at different hours each day and different days each week, so that total traffic and its variations can be estimated. Field survey groups also weigh trucks and buses for the traffic records.

Financial surveys showing present and possible future sources of highway income and its distribution are a part of the program.

The surveys should be kept up-to-date by revising maps and records each year, Mr. Fairbank pointed out.

A report describing the highway planning surveys is included in the forthcoming volume of "Public Works Engineers' Yearbook," to be published by the American Public Works Association.

Cities And States Profit From Federal Excise Tax Exemption

Taxation - Exemption

Savings of many thousands of dollars are going into the treasuries of those cities and states taking exemptions from federal excise taxes on certain commodities purchased, the Municipal Finance Officers' Association reported today.

While many municipalities are still ignoring the privilege, granted originally in 1932, others have found it decidedly profitable to have a special check made on all purchases for possible tax exemption. San Francisco, for example, employs in its controller's department an audit clerk whose chief job is to check invoices for this purpose.

As written into the Federal Revenue Act of 1932, the exemption was granted on municipal purchases for "essential governmental functions," but only if purchases were made directly from the manufacturer. Through various amendments the exemption was broadened from time to time and by October 1, 1935, it applied to all articles bought for the "exclusive use of the municipality or political subdivision."

Articles frequently purchased by municipalities, on which the federal excise tax is levied, include: gasoline (tax 1¢ per gallon); lubricating oil (4¢ per gallon); tires 2½¢ per pound; inner tubes (4¢ per pound); trucks (2 per cent of the value); passenger cars and motorcycles (3 per cent of value); radios (5 per cent of value). Exemption has also been allowed on the 1¢ per ton coal tax imposed by the Bituminous Coal Act of 1937, if the fuel is used for governmental functions, such as waterworks.

Cities secure the exemption from the dealer who sells them the goods by filing an exemption certificate. Taxes paid in error by states and local governments may be recovered up until four years have elapsed.

The exemption is strictly applicable to purchases for governmental use only. If any of the articles are re-sold to employees or others, this fact must be reported to the manufacturer. Fraudulent use of the exemption privilege subjects the signer and all guilty parties to a fine of not more than \$10,000 or to imprisonment for not more than five years, or both.

19 States Extend Tax Exemptions On Manufacturing Machinery

1 Taxation - Exemptions

Nineteen states are now granting tax concessions generally favorable to their own manufacturing plants, a survey by the National Association of Assessing Officers disclosed today. The concessions, usually extended in the form of tax exemptions on manufacturing machinery or temporary exemptions on plants and machinery, are designed to encourage the development of new industries or attract new industries to the states.

The practice of granting tax concessions spread to the south and midwest as industry became increasingly important to these sections, the survey shows. Within the last decade, Florida and Virginia granted property tax immunity to manufacturing plants, while Alabama, Louisiana, Mississippi, and South Carolina broadened the scope of their immunity laws.

The special treatment accorded industries includes permanent or temporary tax exemption of manufacturing machinery in 17 states. New York exempts all personal property including that of manufacturers from the general property tax, while Massachusetts exempts machinery and inventories of manufacturing corporations. In Delaware no machinery is taxed, and in Pennsylvania only permanent machinery constituting real estate is placed on the tax rolls.

States granting temporary exemptions ranging from 5 to 15 years on manufacturing plants include Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, Oklahoma, Rhode Island, South Carolina, Vermont, Virginia, and Wyoming.

Ohio and Kentucky place manufacturing machinery on a preferential rate classification. In Ohio such machinery is taxed on the basis of 50 per cent of its appraised valuation, while real estate pays taxes on full value. In Kentucky the tax rate is 5 mills as compared to about 30 to 35 mills on real estate.

The state of Maryland grants counties and the city of Baltimore local option on the exemption of manufacturing machinery.

Cities Still Face Critical Financial Problems

Although the wave of defaults on municipal obligations and "payless paydays" has passed, cities of the United States face financial problems as serious as those encountered in recent years, Albert Lepawsky, Executive Director, and Clifford Hynning, Research Associate of the Federation of Tax Administrators, said today.

Rising commodity prices and increased labor costs, restoration of salary cuts, increased responsibilities for relief and welfare, are the problems now confronting cities despite a degree of fiscal recovery from the depths of the depression, the tax experts said.

Local fiscal problems have been increased, they pointed out, by legislation limiting taxation, despite public demand for continued emergency expenditures as well as maintenance of regular services. Tax revenue from real estate has been reduced by homestead exemptions in 16 states, six of which passed laws granting exemptions from \$500 to \$5,000, in 1937.

Meanwhile, cities are placing increasing reliance on state and federal governments for funds, since constant attempts to exploit new sources of municipal revenue have generally failed to contribute much revenue to local treasuries, the tax experts continued. Cities are receiving "substantial assistance by sharing in centrally collected taxes on motor fuel and vehicles, general sales, alcoholic beverages, and income, and by direct grants-in-aid," the authors said. Federal aid to cities rose from zero in 1932 to more than a fifth of all their revenue in 1937.

In the search for new municipal revenue sources, cities have turned to various forms of taxation. New York, Philadelphia and Savannah, Ga., collect a municipal sales tax, while Charleston, W. Va., levies its own gross income tax. At least seven cities impose taxes on chain stores while others, including Los Angeles, Calif., tax utilities.

"Confident notes of optimism may be in order, but halcyon days for cities in meeting their fiscal problems do not lie ahead," it was said. The study of municipal revenues will be published in the forthcoming 1938 "Municipal YearBook" published by the International City Managers' Association.

2nd Test Favorable For Los Angeles "Disaster Plan"

Los Angeles tested its "disaster preparedness" organization for the second time in five years during the recent floods and found the plan workable, the city's efficiency engineer, Burton L. Hunter, reports to the International City Managers' Association.

The Disaster Emergency Council was not called upon to function so completely as during the 1933 earthquake. However, coordination among the municipal, public utility, Red Cross and American Legion personnel put man power, equipment and necessities such as food and blankets "on call" for a far greater emergency than occurred, according to Mr. Hunter, in "Public Management," magazine of the I.C.M.A. Chief recommendations for handling future disasters were the control of radio transmission of unauthenticated rumors, and control of sightseers, many of whom lost their lives on crumbling bridges.

Disaster planning for the City and County of Los Angeles originated in 1926. It covers a metropolitan area with 3,000,000 inhabitants. Ninety-six committees are affiliated in the Disaster Emergency Council, their duties charted specifically for immediate mobilization in any crisis. Berkeley, San Diego, San Francisco, Long Beach and Pasadena are other California cities with similar plans. Louisville, Ky., Memphis, Tenn. and Binghamton, N.Y., have drawn up comparable organizations.

* * *
Sale of Half-Year Auto Licenses Increases In Michigan

Despite an additional 25 cent fee, more than half of Michigan's motorists are expected to purchase half-year motor vehicle licenses this year, the Federation of Tax Administrators reported today.

The latest Michigan figures show the sale of 471,850 half-year and 826,187 full-year automobile licenses for 1938. The motor vehicle department estimated that half-year licenses would eventually be sold to 100,000 additional car owners. The department expected an increase of 25 per cent in half-year license sales over last year.

Michigan and South Carolina are the only states issuing half-year permits. These licenses are a different color from the full-year kind in Michigan.

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News Bulletin of
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Illinois Vote Tomorrow First Of 43 State Primaries

Illinois' march to the voting booths tomorrow (April 12) will mark the first of 43 state primaries scheduled for the spring and summer of 1938, information from the Council of State Governments indicated today. Primaries this year will select candidates for representatives to Congress, nominate senators in 34 states, and nominate governors in 33 states.

The 43 primaries and their dates are: April--Illinois; May--Alabama, Indiana, Oregon, Pennsylvania, South Dakota; June--Florida, Iowa, Maine, Minnesota, North Carolina, North Dakota; July--Montana, Oklahoma, Texas; August--Arkansas, California, Idaho, Kansas, Kentucky, Mississippi, Missouri, Nebraska, Ohio, South Carolina, Tennessee, West Virginia, Wyoming; September--Arizona, Colorado, Georgia, Louisiana, Maryland, Massachusetts, Michigan, Nevada, New Hampshire, New Jersey, New York, Utah, Vermont, Washington, Wisconsin. In Delaware, the parties themselves decide whether or not to hold a primary or convention.

The states differ widely in the use of the primary for nominations. A voter in Michigan helps select candidates for governor and lieutenant-governor, while other officials, such as the secretary of state, treasurer and attorney-general, are nominated by convention. New Yorkers select only candidates for legislative seats in the primary; other office-holders, including the governor, are nominated by party conventions. Indiana restricts the primary to nomination of representatives in congress, state legislators and local officers. Arizona and Washington nominate supreme and superior court judges, in addition to other officers, in the state primaries; Nevada all judicial officials. Nebraska and North Dakota also nominate their state superintendents of schools by primary.

In states that have "closed primaries" voters must declare or assume allegiance to a political party. States with the strictly "open primary" include Wisconsin, Montana, Minnesota and Washington. Washington's primary is unique in putting up a "blanket ballot" on which not even the candidates' political affiliation is shown. Minnesota provides a non-partisan primary for the legislator nominations. Nebraska's unicameral legislators are nominated in the same way.

This year marks the twenty-fifth anniversary of the first adoption of the mandatory, complete state primary, in Wisconsin. Although all states but three (Connecticut, New Mexico and Rhode Island) had enacted state primary laws between 1903 and 1917, scarcely a year has passed since without action being sought in one state or another toward giving it up. Only a few states, however, (among them New York, Idaho, Indiana) have made partial revisions, returning to the convention system for nominating some of their state officials.*

States Act To Improve Financial Status Of Cities

Nearly 1,000 acts on municipal finance received the sanction of the forty-odd legislatures meeting in 1937, according to a digest issued by the Municipal Finance Officers' Association today. Designed to improve the financial status of cities and the machinery for administering municipal fiscal affairs, the new laws emphasize taxes, debt, revenues and handling of public deposits.

Notable is the increasingly unifying influence of the federal government in fiscal legislation, owing to its requirements in connection with grants-in-aid to municipalities.

A classified summary of principal legislation shows the following:

Taxes: Although few laws were passed extending the date for payment of current taxes, 14 states authorized payment of delinquent taxes in installments, varying from monthly to semi-annually. At least 14 states, also, authorized the complete or partial cancellation of interest and penalties on delinquent taxes, usually if they were paid by a certain date.

Tax exemption laws increased in number. Twenty states extended exemptions to certain religious, charitable and other non-profit organizations. Fifteen arranged to exempt securities and property of housing authorities from taxes and special assessments. Eight states exempted homesteads.

Debt: More than half the states passed laws authorizing the issuance of bonds to pay for the construction of airports, sewers, armories, playgrounds, public auditoriums, hospitals, etc., and to finance relief needs and P.W.A. loans. In contrast with 1935, few laws were passed respecting debt adjustment. No new comprehensive tax limitation laws were passed. Ten states made new laws on debt limitation, however.

Revenues: Three kinds of revenue sources were made available: State aid, mainly in the form of grants for construction and maintenance of highways and city streets; state-collected, locally-shared taxes, most commonly on gasoline, sales and liquor; additional local sources, including the sale and lease of property, authorized in 17 states; increases in utility revenues, made possible in 9 states; liquor licenses and profits from the operation of municipal liquor stores.

Depositories: There were four chief subjects of depository legislation: Four states passed laws on the disposal of funds in closed banks, most of them relieving municipal officials of the responsibility for funds lost in depository. Twenty states either repealed or modified laws requiring banks to pay interest on public demand deposits, to concur with the federal act. Eight states modified existing, or passed new legislation exempting banking institutions from furnishing security for deposits to the extent that such deposits were insured under the federal law. Twenty-two states enacted laws authorizing acceptance of Federal Housing Administration debentures and insured obligations, as well as securities issued by national mortgage associations, as collateral for the security of public deposits.

Miscellaneous legislation common to a number of states included provision for state supervision over local accounting and budgeting, in 9 states; and pension provisions, referring mostly to policemen and firemen, in 23 states.

Exact Cost Estimates Urged To Protect Municipal Benefit Systems

With retirement and benefit programs for municipal employees developing at a record rate, the need for competent actuarial cost estimates of such programs was emphasized today in a survey by the International City Managers' Association.

Although the Association's study of 819 cities over 10,000 population showed that two-thirds of these cities have retirement systems for some portion of their employees, only one-third of the cities set up their programs on an actuarial reserve basis. Excluding 60 New York cities which participate in a sound state retirement system, the number of systems on an actuarial basis totals only one-fourth.

"Field surveys undertaken in particular cities and states in recent years show an amazingly high proportion of systems which are actuarially unsound," the Association said. "In many cases the systems are financially bankrupt because adequate funds have not been accumulated to pay for the benefits promised.

"The actuarial insolvency of many retirement systems is due to the fact that the number of persons receiving benefits during the first few years, and the ultimate cost of the systems are disguised unless contributions are based on accurate actuarial estimates."

Rising costs are illustrated by studies showing that systems established during the last 12 years have eight active members for every person receiving benefits, while those where the systems have been in effect more than 50 years have only three active members for each person receiving benefits. Since more than one-fifth of all cities included in the study established their retirement systems during the last five years, the survey indicated serious financial difficulties for many of the systems unless they are placed on a sound cost basis.

The survey also indicated that one-third of the systems studied had fewer than 50 participants, and more than half fewer than 100. "Competent actuaries estimate that death and disability payments cannot be safely supported on less than 100 members, inasmuch as the soundness of systems paying these benefits depends largely upon spreading the risks over a sufficiently large number of persons," it was declared.

A report of the survey will be published in the forthcoming "1938 Municipal Year Book."

Cities Adopt Varied Ways Of Financing Low-Rent Housing

Cities seeking funds to finance their share of the national low-rent housing program are taking a variety of courses, information furnished by the National Association of Housing Officials showed today. Under the U.S. Housing Act, cities are to contribute 10 per cent of the capital cost and a minimum of 20 per cent of the annual subsidy of any housing project, the federal government supplying the rest.

Trail-breakers in the new locally-managed housing program, the five cities recently allotted funds offer examples of approved local financing. In each of the five localities--Austin, Tex., Charleston, S.C., New Orleans, La., Syracuse, N.Y., and Youngstown, O.--the city government guaranteed the local capital. Two of the cities contributed substantial amounts of land toward the local 10 per cent of capital cost. In one city the authority's bonds are to be distributed by a bond house; in another, a local bank has agreed to take the entire block of bonds not sold to the federal government. All local annual contributions will be in the form of tax exemption, subject to a slight service charge. The subsidies average 56 per cent of the federal annual contributions, instead of the 20 per cent minimum required by the Act.

While cities in many states need more legal freedom for financing low-rent housing projects, 1938 legislatures have provided for fund-raising in the following ways:

Ohio made local authority bonds legal investments for public and fiduciary funds, state teachers' retirement funds included. New York legalized investment of state, municipal, insurance company and bank funds in low-rent projects. Another new law, an innovation, permits New York City to levy an occupancy tax of \$1 to \$6 per year on premises used for business or professional purposes, proceeds of which will support local low-rent housing. New York voters next fall will pass on three constitutional amendments authorizing the state to set up a \$200,000,000 revolving fund for housing loans; to permit the pledging of the state's credit for housing; and to exempt city loans for housing purposes from the constitutional debt limit.

With a decision of the Alabama Supreme Court last month, the number of states having housing laws that lack tax exemption provision was reduced to three: Illinois, Massachusetts and Montana. In Alabama, according to the court decision, real and personal property owned and administered by local housing authorities is exempt from all local, state and county ad valorem taxes under the state constitution.

Michigan Plans To Modernize Financial Administration On Basis Of Survey

Michigan today joined the ranks of states recognizing a need to modernize their financial administrations, and to overhaul and simplify their fiscal machinery to obtain sound operation.

Recommendations for revisions based on a detailed study of Michigan's financial administration have been delivered to Governor Frank Murphy. The study was conducted at Governor Murphy's request by the Public Administration Service.

Designed to provide a centralized check on expenditures and an accurate, detailed budget, the study recommends a unified department of finance. The proposed finance department would take over functions now administered by the state Administrative Board and the Budget Director.

The proposed revisions also include provisions for a coordinated accounting system for all state departments, and the simplification of state funds and records. Under the revised fiscal system, the number of state funds would be reduced from 230 to 78, and the number of ledger accounts from 2,400 to fewer than 600.

Other recommendations recommended in the study include:

1. Transfer of authority for allotting and transferring state funds from the Administrative Board to the Budget Director.
2. Enlargement of the budget department. Employment of a technical staff to obtain first-hand knowledge of fiscal plans and needs of departments in order to obtain accurate, controlled estimates.
3. Discontinuance of multiple appropriation bills and substitution of a single state appropriation act for all departments on the basis of detailed budget estimates.
4. Elimination of separate bank accounts for state departments. Prompt remittance of funds collected by departments to the state treasurer.
5. Standard financial stationery and records for all departments.

Governor Murphy has announced plans for effecting the revisions which can be done without new legislation at the beginning of the 1938-39 fiscal year. The governor said of the report, "Its fullest utilization will assure the state of Michigan numerous benefits which may be derived from the modern techniques of public financial administration."

Few Large Cities Adopt Sales Taxes

Although 23 states have adopted sales taxes since 1929, few large cities, despite financial stress, have added this new source of revenue, the Federation of Tax Administrators noted today.

Philadelphia, the most recent city to impose a sales tax, began a 2 per cent collection on March 1. New York City renewed its 2 per cent sales tax dating back to December 1934, and in addition established new levies of a sales tax nature. The city expects to raise an additional \$10,000,000 for relief expenditures from the new taxes.

On Monday New York was scheduled to begin collecting a one-cent tax on cigarettes, as a substitute for the original sales tax on them. The city collects a 3 per cent tax on liquor and alcoholic drinks, and a 3 per cent tax on meals costing more than \$1. Original exemptions to a 3 per cent sales tax on gas and electricity are eliminated, and conduit companies are taxed 3 per cent on their gross income.

New Orleans is the third large city to impose a sales tax. It is now state-administered, but differs from the Louisiana state sales tax in that the local collections go to the city treasury. The tax is really a luxury tax and does not produce an outstanding amount of revenue.

Miami and Savannah also have used the sales tax. A few West Virginia cities have adopted comparable levies in the nature of gross receipts, business license or occupancy taxes. Missouri cities are prohibited from imposing sales taxes, but may use license or occupation taxes, which are very similar. New York City and Philadelphia also have enacted use taxes. A use tax is complementary to the sales tax and aims to protect local merchants from the competition of out-of-city purchases.

* * *

11 States Now Tax Bank Deposits At Source

Action of the Georgia legislature in recent special session brought to 11 the number of states whose bank depositors can pay taxes on their deposits "automatically," the National Association of Assessing Officers reported today. The Georgia law permits any bank to pay the state's new low-rate tax on bank deposits on behalf of any depositors so authorizing. Other states that permit or require payment at source, according to the "Assessors' News Letter," are: Indiana, Kentucky, Maine, Maryland, Massachusetts, New Hampshire, North Carolina, Ohio, Rhode Island and Vermont.

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1938

Release No. 1: For Mon., April 18

Poll Tax/Repeal Movement Spreads Among States

Arkansas voters will decide at a general election this year whether their state will join the trend toward elimination of the poll tax--a trend which has reduced poll tax states to eight--the Council of State Governments announced today. Arkansas' legislature has provided that the poll tax question be submitted as a constitutional amendment at the 1938 election.

While Arkansas decides the fate of its poll tax, movements to abolish or lower the tax are in progress in the seven other states, the Council said. Florida abolished the tax by constitutional amendment enacted the first of this year. States retaining the tax at present are: Alabama, Arkansas, Georgia, Mississippi, South Carolina, Tennessee, Texas and Virginia.

Since the poll tax has been used as a device to limit suffrage, the trend toward its repeal can be attributed to a desire of states to increase their voting power, it was said. Election figures in 1936 for the poll tax states which then numbered nine, totaled 3,006,893, and the number of persons of voting age in those states was about 12,472,000. The combined vote of seven non-poll tax states--Illinois, Indiana, Kentucky, North Carolina, Maryland, Missouri, and West Virginia--with nearly the same population, totaled 9,817,094.

Virginia, with 1,300,000 residents of voting age, cast 334,590 ballots in 1936, while Maryland, Kentucky, North Carolina, and West Virginia, which are comparable in size, cast 624,896; 926,199; 839,462; and 829,945 votes respectively.

The poll tax was almost universal among the original states. It also found favor in the south after the Civil war, but the trend toward its repeal has been constant during the past 25 years. In 1914 the constitutions of 22 states permitted their legislatures to collect poll taxes, and 14 states required payment of the tax as a qualification to vote.

Historically the tax dates back to the days of early Rome. The Romans imposed the "head" tax upon conquered peoples as a requisite to suffrage.

Most States Offer Periodic Cuts On Motor License Fees, Survey Shows

Apparently to stimulate business through encouraging purchase of new cars and sales of motor fuels, and to increase highway revenues in the process, most states in the Union offer inducements to license motor vehicles by periodic reductions, the Federation of Tax Administrators said today as the result of a survey.

For instance, April automobile buyers in twelve states--California, Colorado, Indiana, Iowa, Kansas, Mississippi, Nebraska, New Mexico, North Carolina, Oklahoma, Rhode Island and South Carolina--get a 25 per cent reduction on plates. The 1938 license year in these states and in 19 others started January 1. In Maryland, New Hampshire, Ohio, South Dakota, Tennessee, Texas, Vermont and Virginia, on the other hand, motorists first bought their 1938 plates this month. Georgia and Wisconsin automobile owners purchased them February 1; Connecticut motorists on February 15. Kentucky, Maine and Michigan plates for 1938 were "due" March 1. West Virginians will be buying their 1939 plates July 1, when their licensing year begins. Alabama and South Carolina motorists will do likewise on October 1 and November 1 respectively.

In all but three states, Georgia, Oregon and Washington, periodic reductions are offered on annual license fees. Showing little uniformity in the time element or rate of reduction, the state licensing laws seem to have some connection, however, with economic factors and climatic conditions.

Reductions are scheduled as follows: 11 states cut the annual fee 50 per cent after six months of the licensing year has passed; 10 states reduce 25 per cent with each three months; eight states subtract one-twelfth for each month that lapses; seven reduce the fee 50 per cent only after six months' lapse, and 75 per cent after nine months. Idaho and Pennsylvania cut their license fees 50 per cent after seven months and 75 per cent after ten months.

Several of the states have still different provisions. Arizona, for example, allows no reduction for licensing of used cars, but reduces the annual fee for new cars one-twelfth for each lapsed month of the licensing year. South Dakota licenses pleasure cars at 30 per cent of the annual fees if they are five years old or more; cars from three to five years old get 50 per cent reductions. Michigan and South Carolina issue half-year permits at one-half the annual fee, plus 25¢.

Parks

Parks Steadily Improving As Nation's Cities Stress Planning Aspects

As thousands of parks again come into their own with the approach of summer, the best park facilities in the history of the nation will be available to the American public, the American Society of Planning Officials noted today. As the result of "park consciousness" throughout the country some 150,000 acres have been added to park systems and previously established parks have been extensively developed and improved during recent years.

While few communities completely satisfy the standards set by planning and recreation officials for public parks provision, virtually all cities are now giving serious attention to their parks, the Society said. Recent surveys show that the total park area increased from 248,627 in 1925 to 381,495 in 1935. Hundreds of cities developed and improved their parks by using work relief labor during the depression years.

At present the national average for parks is one acre for every 368 persons in the country, with cities of 250,000 to 500,000 leading in park development. The average park area in cities of this size is one acre for every 161 persons. The lowest average development is noted in cities of 5,000 to 10,000 population where the figure is one acre to every 450 persons.

Park standards recommended by most planning officials provide for an acre of public park for each 100 population, with parks comprising approximately 10 per cent of the total area of the city. Planning and recreation organizations believe that every child should reside within a quarter of a mile of a neighborhood park and within one-half to three-fourths of a mile from a larger park.

"Park planning is a local problem subject to conditions such as transportation, topography, and population trends and density," the Society pointed out. "While methods of measuring park and other recreational needs have yet to be perfected, such indices as crime and juvenile delinquency rates in areas served with parks and those not served, offer valuable clues to the planner."

Trend Toward Longer Terms, Better Pay For Officials Noted In 1,809 Cities

A trend toward longer terms and slightly higher pay for mayors and council members in cities of more than 5,000 population was noted today by the International City Managers' Association in a study of 1,809 cities.

The study disclosed that 30 cities, including 14 in Illinois, lengthened the terms of mayors and council members from two to four years in 1937. Two-year terms remained in effect, however, for councils in 54.1 per cent of all mayor-council cities. The terms in council-manager cities averaged longer, 43.8 per cent of this group of cities electing their councilmen for four years.

Salaries of mayors, council members and chief municipal officials tended to increase in cities of all sizes. The pay of mayors and council members remains nominal in cities of less than 100,000 population, and these officials receive no salary in 23 per cent of cities over 5,000.

Other current trends in municipal governments include:

1. Annexation. Fifty-two cities annexed new land last year. Austin, Tex., and Toledo, O., each annexed more than 1,000 acres.

2. Ownership of public utilities. Cities of more than 5,000 owning their own water works systems totaled 71.8 per cent, while 40.7 per cent owned sewage disposal plants. Thirty-two per cent own cemeteries; 22 per cent, airports; and 15 per cent, electric light plants.

3. Modification of town meeting form of government in New England. A large number of Massachusetts cities substituted a representative town meeting for the original form.

The information disclosed in the study of city governments will be published by the International City Managers' Association in the "1938 Municipal Year Book."

1938

Release No. 5: For Fri., April 22

Personnel, Public - C

Civil Service Assembly Schedules Western Regional Conference

"Shop" problems of public personnel administrators, on the increase with the current rapid march of the merit system, will occupy civil service officials and personnel officers of 11 western states when they meet in Sacramento, Calif. May 2-4 for the Western Regional Conference of the Civil Service Assembly of the United States and Canada.

States of the area which will send representatives to the regional conference include: Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington and Wyoming.

Although only two of these states--California and Colorado--have state civil service, according to a Civil Service Assembly census of 1937, six of the country's 11 "special" civil service districts are in the area, and 54 cities in eight of the states are under the merit system.

Conference sessions, held as round-tables with all delegates contributing, are scheduled on problems of recruitment, examination and in-service training. Chairmen of the sessions will be Clifford N. Amsden, secretary and chief examiner, Los Angeles County Civil Service Commission; Richard H. Smith, personnel director, San Diego City Civil Service Commission; Dick Carlson, Farm Credit Administration; and Louis B. Travers, assistant superintendent, Los Angeles Board of Education. Mr. Travers will conduct a special problem clinic.

Speakers for luncheon and dinner sessions include Governor Frank F. Merriam, of California, whose subject at the luncheon of May 4 will be "Sound Politics Requires Sound Personnel;" Emery E. Olson, dean of the School of Government, University of Southern California; Mrs. Carl L. Voss, president, California League of Women Voters; Louis J. Kroeger, executive officer, California State Personnel Board; and G. Lyle Belsley, director, Civil Service Assembly.

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Kentucky Provides For Extended Local Civil Service

Court approval of the Louisville merit system and passage of legislation enabling second and third-class cities to establish civil service commissions make Kentucky the current high gainer on the personnel front, the Civil Service Assembly reported today.

Delayed by legal attacks on the constitutionality of its merit system law, passed in 1937, Louisville is now organizing a civil service program covering employees of the health and welfare departments, according to the "Civil Service Assembly News Letter." A personnel commission for the two departments has named a full-time personnel director.

The enabling acts permit the 13 second and third-class cities in Kentucky to create local civil service commissions and boards of trustees for the employees' pension funds. Seven of these cities already have partial or full civil service coverage.

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Lexington, Va. Becomes 455th Council-Manager City

Lexington, Va. this month became the 455th city in the United States to go under the council-manager plan, adopting it by ordinance, reports the International City Managers' Association. Lexington joins the 134 council-manager cities in the 2,500-10,000 population group. April saw four other cities voting on the council-manager plan. Beloit, Wis., with nine years' experience under the plan, and Ft. Atkinson, Wis., with seven years', both voted to retain it. Fort Collins, Colo. and Grand Forks, N.D. found more opposition to adoption than approval when the proposal was voted on. In Grand Forks a majority of 430 voters approved adoption, but this was less than the required four-sevenths vote.

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APR 23 1938

Cities, Counties, Consider Ways To Provide Physicians For Sick Poor

One of the most pressing problems faced in local relief is how to provide and pay for physicians' services for the indigent sick. City and county welfare departments are seeking to solve this problem by various experiments, information from the American Public Welfare Association showed today.

Aside from finding a method of payment for physicians' services fair to doctors and taxpayers, the local departments face such questions as limiting medical care when relief clients are allowed to choose their physicians; determining the quality of medical care that can be given; and controlling abuse by individuals who request home medical attention when it is not needed or when it could be secured through clinics.

These are methods followed by sample localities:

Cleveland, O. has its district physicians' service administered by the Division of Health. Minimum qualifications for physicians have been agreed upon with the Academy of Medicine, which is synonymous with the county medical society.

Rochester, N.Y. provides home care for relief clients through salaried physicians under the Department of Health. The welfare department also employs a physician part time as medical liaison officer. One of his duties is to review daily reports from the city physicians on their visits to welfare clients.

Windsor, Can. has experimented in control of the cost of physicians' service under free choice. Carefully developed statistical formulas, based on average patterns of practice are applied to the individual physician's accounts in place of the former system of review of bills by the county medical society committee. Physicians are paid from a fund especially set aside, on the basis of 35 cents per month for each person on relief.

Monroe County, Mich. allows the welfare client to consult his own physician, who determines the necessity for medical care and the number of calls and services required. An advisory committee of three physicians checks all bills submitted by physicians prior to payment.

Pierce County (Tacoma) Washington, provides physicians' services for public assistance groups through a panel enabling free choice of physicians which is administered from the same office as the Pierce County Medical Service Bureau. The latter is a pre-payment medical service plan for the low income group. Unusual features of the Pierce County plan are: treatment of certain types of cases only by specialists approved by the County Medical Society; treatment for chronic conditions, other than those referred to specialists, in a "chronic clinic" by a part-time salaried physician selected by the Medical Board. Physicians take their pay from a budget set aside for medical care. If the budget is exceeded, their bills are cut pro-rata.

States Act To Guard Against Tax Stamp Forgery

Many of the 21 states taxing cigarettes have drawn up specific legal procedures to guard against forgery and other irregularities in the commercial manufacture of the millions of one, two, three and five-cent tax stamps printed yearly, the Federation of Tax Administrators shows in a survey released today.

Virtually every one of ten states queried by the Federation requires a designated agent to be in attendance at the printing plant where stamps are turned out, in order to check on the number produced. These states and a number of others of the 21 use decalcomania tax stamps, which are "printed" by transfer of ink layers. For protection against forgery, theft, misuse or loss of stamps before the administration accepts delivery, the bidder in most cases is responsible. Ohio, for example, provides that the part of the plant used for stamp production be guarded and set off by locked doors and equipped with a burglar alarm system. Many states exercise additional caution by specifying the use of certain types of water-marked paper and chemically treated inks, as well as a fixed design and size for the stamps.

Production of decalcomania stamps for cigarettes is large-scale. New York City, whose new cigarette tax becomes effective May 1, has ordered 100,000,000 one-cent and 1,000,000 three-cent stamps, which will cover only a three-months' sale of cigarettes at the average of 1,134,000 packages sold a day. Among states with large cigarette consumption are Pennsylvania, where more than 611,000,000 packages were sold in 1937, and Ohio, with more than 457,000,000 packages.

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Four Cities Plan Municipal Parking Areas

Four cities report they have attacked the parking problem by providing sizeable municipal parking areas near their business districts, the International City Managers' Association said today.

Flint, Mich. expects to surround its central business district with a belt of municipal parking lots, while Saginaw, Mich. and Clintonville, Wis. provide parking space for nearly all the cars in their cities. Batavia, N.Y. proposes to lease and maintain a number of large parking lots. They will be paid for by an assessment on the annual volume of business in the area.

Bronxville, N.Y. recently passed a zoning amendment requiring that all private multiple dwellings and apartments hereafter erected must provide facilities for parking or housing automobiles, estimating space for one car to each family.

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Local Government Financing Of Industry Approved In Mississippi

Efforts of agricultural states to attract new industries may receive greater impetus as the result of recent court decisions favoring Mississippi's new "industrial construction" law, Prof. D. W. Knepper of Mississippi State College reported to the International City Managers' Association today.

The Mississippi law, upheld by the state supreme court and denied a review by the supreme court of the United States, permits local governments to appropriate public funds for industrial construction and operation. The localities may issue bonds to finance the construction of a new industrial plant, and then lease the plant to private persons for operation.

Although Mississippi is the only state which allows its cities and counties to actually build new plants, a survey by the National Association of Assessing Officers shows that 19 states grant tax concessions to industries. These states are: Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Massachusetts, New York, Ohio, Mississippi, Pennsylvania, Oklahoma, Rhode Island, South Carolina, Vermont, Virginia, and Wyoming.

Under the Mississippi law, localities wishing new industries may apply to the state industrial commission for permission to finance construction. Upon receiving the commission's approval the city or county may hold a special election upon an issue for the industrial development project. The issue must carry by a two-thirds majority.

Eight new plants have been constructed under the terms of the law during the past two years with local governments issuing \$307,000 in bonds and using \$10,000 in available public funds to finance these industries. In addition, Natchez, Miss. will begin construction immediately on a \$300,000 plant. Professor Knepper's report said that these industries employ about 2,200 persons and increase the state's industrial payroll about \$1,500,000 annually. They are expected to add some \$2,500,000 in taxable property to the tax rolls at the end of the state's five-year exemption period for new industries.

"The supreme court decisions remove the last obstacle to securing industries in three communities, which will employ about 1,300 workers with a combined annual payroll of \$900,000," according to the report.

The Mississippi industrial program is reported in "Public Management," monthly

Minneapolis Employs "Fool and Fix Proof" Traffic Tag System

Minneapolis' "no fix" traffic tag system in which the city began pioneering ten years ago was described today by the Municipal Finance Officers' Association. In effect continuously since 1928, the system is regarded by Minneapolis city officials as "fool and fix proof."

Control of traffic tags is placed in the office of the city comptroller. Books of serially numbered tags are distributed to the police by the comptroller's office, which keeps a record to show the disposition and number of each tag.

The tags are printed in triplicate. When issued for traffic offenses the original tag goes to the traffic bureau for filing. One duplicate goes to the municipal court, and the third is handed to the motorist or attached to his car. The municipal court keeps a daily record of all tags issued.

If the accused traffic offender pleads guilty, the traffic clerk lists the disposition of his case on a daily report. This report, signed by the traffic judge, is submitted to the comptroller, who transfers the information to the tag serial number register. If the motorist pleads not guilty his case is assigned to court. After each court session the calendar is turned over to the comptroller and the information transferred to the register so that tickets disposed of in this manner may be accounted for.

At the end of the year police officers return all unused tags to the comptroller for credit, and if the record shows that any tags are missing the auditor checks with the traffic bureau at once to ascertain what disposition was made of them.

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Brighton Tries Pocket Radios For Police - Communication - Radio

Even the patrolman on his beat can be contacted by radio in Brighton, Eng., the International City Managers' Association reported today in its magazine "Public Management." The patrolmen carry pocket radio receiving sets placing them at the beck and call of the central office.

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Demolition Job Bulks Large In Municipal Housing Programs

Although the United States Housing Authority interprets leniently its requirement for slum clearance as a condition to granting low-rent housing funds, most cities confront a demolition job that must be done within the next few years and may well be started now, the National Association of Housing Officials said today.

"Demolition of Substandard Housing," a forthcoming study prepared by the N.A.H.O., points out that most cities have long had ordinances dealing with buildings that menace public health and safety, but seldom have they enforced them vigorously. Cities lacking such ordinances, however, can obtain enabling power from their state. New York's Governor Herbert H. Lehman, for example, has just signed a measure authorizing the New York City Department of Housing and Building to demolish vacant tenements when the owners fail to act on a court order declaring them fire hazards or in any other way detrimental to the public health or morals.

Loss of income through deterioration, need for expensive repairs on old buildings, and cash outlay for taxes and insurance in hard times have combined to convince owners of the desirability of offering their buildings for demolition by WPA labor. Drawbacks to any extensive movement, however, lie in the facts that frequently the salvage is not worth while to the wrecker; tax liens against owners are laxly enforced; absentee owners may have little interest in the property; and mortgagors, facing loss in investment, refuse to give up their interests.

There have been no comprehensive or accurate measurements of total demolition carried on in American cities. Recent U.S. Department of Labor figures covering a period of six years showed that the following cities had received application for appreciable demolition permits: Boston, 3257, or 1817 per 100,000 families; Chicago, 9064; Cincinnati, 172; Cleveland, 1920; Detroit, 2943; Milwaukee, 944; New York City, 8722; Philadelphia, 7556; Pittsburgh, 1118; St. Louis, 3567.

Effective voluntary demolition programs, no one of which is considered perfect, are cited as including those of the New York Housing Authority, which in two years eliminated 1353 buildings, including 8900 living units; and Chicago, which under a program inaugurated by the Illinois State Housing Board in three years demolished structures equal to more than double the loss in the Chicago fire of 1871. Milwaukee, which started a compulsory demolition program in 1928, has wrecked 5405 worthless buildings.

The N.A.H.O. study, which outlines the essentials of demolition procedure, emphasizes that whatever kind of program is set up, the community is responsible for (1) the development of some minimum standards for existing housing; (2) the control of wrecking so as to protect adjacent properties, their occupants and passers-by; and (3) the keeping of such records as are necessary to compute reduction in the number of buildings, living units and area cleared, to correct various records such as assessment or land use maps, and to reveal the effectiveness of public control of substandard conditions.

Cities Test Ways To Handle Added Waste Waters From Air Conditioning

Facing the problem of waste water disposal from air conditioning plants, several cities have worked out various types of control, information from the American Public Works Association indicated today.

Royal Oak, Mich., Pasadena, Calif., Bloomington, Ill., Fort Worth, Tex., and Jefferson City, Mo. regulate the use of water for air conditioning by levying high water rates. Danville, Conn. has a law requiring the use of evaporative condensers. Evansville, Ind. meters the water discharged into the sewers from air conditioning apparatus, making a special charge. Columbus, O. requires consumers to pay for water used for this purpose, also charging a sewer rental based on the amount of water delivered to the premises. Dallas is considering a raise in water rates.

When city sewers cannot handle the added wastes from air conditioning units, there are two ways out, according to the American Public Works Association: (1) To require installation of air conditioning apparatus that recirculates the water and does not use the sewers. (2) To obtain sewer revenues sufficient to provide the additional sewers required. A sewer rental charge based on the quantity of water used is one way of raising these revenues. In many cases it may be desirable to provide separate meters for air conditioning water and apply the charge only to the water used for this purpose.

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Washington Tests "Staggered" Hours Plan To Reduce Rush Hour Traffic - *Recreation*

The Washington, D.C. plan of "staggering" the working day as a method of reducing rush hour traffic today was suggested as a possible aid to other cities with serious traffic problems during peak hours by the International Association of Chiefs of Police.

Washington's police chief obtained the cooperation of government agencies and other business concerns in staggering their working hours. Most workers who formerly began their day at 9 a.m. now arrive at 15-minute intervals between 8 and 9:30 a.m. and leave between 4 and 5:30 p.m. The result has been a marked decrease in rush hour traffic.

Although many cities have an advantage over Washington because of a natural staggering of working hours, the problem of peak traffic is common to most metropolitan centers, the Association pointed out. Reports from a number of cities indicate that police chiefs and safety officials have given some consideration to the Washington plan, but no other city has been able to obtain full cooperation of large industries and business organizations to carry out the experiment.

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MAY 2 1938

1938

Release No. 1: For Mon., May 2

Workmen's Compensation Laws Liberalized Through Revision Of State Legislation

Frequent revision of state laws during the last 25 years has raised the standards of workmen's compensation during periods of disability from industrial accidents, Arthur H. Reede, Chairman of the Social Science Research Committee, Harvard University, said today in an article prepared for the forthcoming issue of "State Government," magazine of the Council of State Governments. The information contained in the article is the first to be released as the result of a study which the author is conducting at Harvard University.

The study shows that most of the 46 states granting disability compensation have increased the amount of payments and reduced the length of waiting periods before making the payments available to injured workers. "Those who struggled for the enactment of compensation laws regarded the first legislation as nothing more than recognition of the compensation principle," Mr. Reede said.

The waiting period, which averaged 12 days for all states in 1915, is now reduced to less than one week, while the average rate of compensation is raised from 50 per cent to more than 60 per cent of wages.

Oregon, which provides for maximum compensation of \$97 per month with no waiting period, has the most liberal compensation law, and Wisconsin, with maximum payments of \$21 per week after a three-day waiting period, is second. "Advocates of higher compensation standards will probably continue to press for a higher rate until all states provide for payments of at least two-thirds of the wage scale," the author said.

The rate and maximum payment vary considerably even among neighboring states, the article shows. New York allows 66 2/3 per cent of the total wage as compensation, with a maximum payment of \$25 per week, while Pennsylvania grants 65 per cent with a maximum of \$18. California pays 65 per cent of the wage rate with a maximum of \$14 per week. Other states, including Delaware, Illinois, Washington and Oregon, determine the amount of payment partially upon the number of the worker's dependents.

Payment of only a percentage of wages during periods of disability will probably continue for two reasons, Mr. Reede pointed out. "Payment in full is likely to produce malingering, and it is also possible that it would prove to be over-compensation. No one can be certain whether the worker would have been employed for the full period of his disability, or that he would have continued to receive the same rate of pay if he had been employed."

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Homestead Tax Exemption Spreads To 13 States

Taxation - Exemption - Homestead

Tax preference for homesteads, found in none of the states in 1931, has spread during the last six years to 13 states, with outright exemption from some or all property taxes in 11, a survey by the National Association of Assessing Officers showed today. Eight homestead exemption laws were added to state statute books in 1937 alone. Mississippi, with a \$2,500 state tax exemption, has a legislative committee studying the feasibility of exemption from local levies, in preparation for a special session in June.

On the homestead tax preference list are the following states: Iowa and West Virginia, with preferential taxation by a favorable tax rate; Alabama, Arkansas, Mississippi, South Dakota and Texas, with outright exemption from taxes levied from state purposes; Georgia and Louisiana, with exemption from state taxes and levies of some but not all local governments; Florida, Oklahoma and Wyoming, with exemption from property taxes of all governmental units; and Minnesota, with outright exemption from state levies for purposes other than prior debt service, and preferential taxation for local and other state purposes by a favorable assessment ratio.

All 13 homestead tax preference states except South Dakota and West Virginia limit the exemption to amounts ranging from \$500 in Wyoming to \$5,000 in Florida. Intermediate exemptions are: Oklahoma, \$1,000; Georgia, \$2,000; Iowa, \$2,500; Texas, \$3,000. In Louisiana the amount of exemption may vary from year to year depending upon the status of the "property tax relief fund" built from proceeds of certain state taxes. During the first two or three years of the law's operation Louisiana got a \$1,000 exemption, half the maximum fixed by the constitution. Iowa's homestead tax concession is in the form of a lower tax rate, also dependent upon the status of a special state fund which is used to reimburse local governments for loss of revenue. Wyoming is the third state with a reimbursement fund, but the \$500 exemption allowed does not vary with the status of the fund.

Rise Of Permanent State Relief Programs Marks Welfare Trend

Development of permanent state relief programs to assume responsibility for public assistance in counties and cities was listed as one of the most significant trends in public welfare today by Fred K. Hoehler, executive director of the American Public Welfare Association.

"Public assistance programs, stimulated by the Federal Social Security Act, have in general continued to shift responsibility away from cities and towns and to the states," Director Hoehler pointed out. "A very significant trend has been the increased recognition of the fact that local governments alone do not have financial resources to cope with direct relief."

Reorganization of public welfare administration, particularly in the eastern states, resulted in the integration of various relief agencies originally established to administer "emergency relief" into permanent welfare administration, Mr. Hoehler continued. "The reorganizations have shown the necessity of reducing the number of supervised agencies by creating larger units of local administration."

Special welfare services such as psychiatric service, legal aid, and medical care, gained strength by the integration of administration, but are now suffering because of increased unemployment and need for direct relief due to the business recession, the director continued.

"There are many localities in which programs of public medical care do not exist," he said, "and there are still many questions as to the proper method of meeting this problem. There is no general agreement as to the division of responsibility between health and welfare agencies, nor is there unanimity of opinion as to whether medical care should be established on the basis of need or as an insurance program."

Lowering of relief standards in some localities has more than offset the efforts of cities, in cooperation with federal and state governments, directed toward juvenile delinquency, with the result that in spite of increased attention given to certain types of preventive activities, there has actually been an increase in the juvenile delinquency rate, Mr. Hoehler said.

Mr. Hoehler's report is published in the "1938 Municipal Year Book," issued by the International City Managers' Association.

Eastern States To Gather For Civil Service Conference

Six state governments east of the Appalachians, the federal government and nearly 400 eastern cities that administer their employment by the merit system will send representatives to the Eastern Regional Conference of the Civil Service Assembly of the United States and Canada, scheduled to take place in Boston May 19-21.

State civil service agencies to be represented include: Connecticut, Maine, Maryland, Massachusetts, New Jersey and New York. Local civil service officials will also attend from these states as well as from Florida, Georgia, North Carolina, Pennsylvania, South Carolina, Virginia, West Virginia, Vermont and the District of Columbia.

Panel discussions and special addresses on specific technical problems of the civil service agencies include the following subjects: measuring the requirements for a competent public personnel agency; training administrators and executives for the public service; and personnel aspects of the social security program.

Charles P. Howard, Boston, former chairman of the Massachusetts Commission on Administration and Finance, is chairman of the meeting, and Miss Margaret Frank, Baltimore, chief examiner of the Maryland Department of State Employment and Registration, is secretary. Charles H. Bland, Ottawa, chairman of the Civil Service Commission of Canada, and president of the Civil Service Assembly, will make the opening address.

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Housing Projects Find Tenant Newspapers Successful

"House" newspapers for those who live in the nation's completed low-rent housing projects are proving successful, according to the National Association of Housing Officials. Contributors and editors are usually the tenants themselves, who once a month or oftener issue four to six pages of community news.

Sample contents of the papers include items about the housing project "co-op" store, a new mural decoration, a card party and fair the project is sponsoring, book reviews, lecture announcements, births, marriages and other personal notes.

Lavanburg Homes, private low-rent project built in New York City in 1927, issued one of the first of the tenant newspapers. Other projects with tenant publications include: Williamsburg Houses, Brooklyn Garden Apartments, Hillside Homes and Knickerbocker Village, all in New York City; University Homes, Atlanta, Ga.; Michigan Boulevard Garden Apartments, Chicago; and Chatham Village, Pittsburgh.

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Traffic Regulation

Traffic Engineering Manual For Police Shows Procedure For Curbing Accidents

Publication of a traffic engineering manual telling police how to locate spots where accidents "are prone to happen," and what to do about them, was announced today by the International Association of Chiefs of Police. Written by Franklin M. Kreml, Director of the Safety Division of the I.A.C.P., and Harold Hammond, Director of the Traffic Division, National Conservation Bureau, the manual is the first detailed study of traffic engineering problems for police.

Police can apply corrective engineering procedure to curb traffic accidents only after they determine the accident spots, the authors point out. They describe the accident spot map as the basis for all traffic engineering surveys.

This street map, with pins placed in it at points where accidents occur, gives a visual record of accidents in the following classifications: accidents involving two or more cars, (black-headed pins); accidents involving cars and pedestrians, (black pins with white centers); fatal accidents involving two or more cars, (black pins with a white cross); and fatal accidents involving cars and pedestrians, (white pins with a black cross).

Separate accident files which can be analyzed for detailed studies and which contain diagrams of each accident are also listed as a part of police procedure. Investigation into causes of accidents involves such questions as volume of traffic, speed, disobedience of traffic regulations, improper parking, visibility, and many others, the manual shows.

The authors describe the proper use of traffic signs, signals, street and highway marking and parking restriction, and list specific case studies of accident spots which have been eliminated by corrective traffic engineering.

"It is obvious that traffic engineering is not a proper function of the police," said George Ryer, New Orleans Superintendent of Police, and President of the International Association of Chiefs of Police, in the introduction to the manual.

"Police should not be burdened with traffic engineering any more than they should be required to design streets or specify pavements. Thus it is with a sense of reluctance that our organization publishes such a manual which attempts to instruct police officers in the rudiments of traffic engineering work.

"We do not publish it because we think police should do the traffic engineering job, but because in too many places they are required to do it."

Oklahoma Checks On Income Taxes With Profit

Careful and continuous combing of state income tax accounts is resulting in handsome additions to Oklahoma tax coffers. As reported to the Federation of Tax Administrators, total figures for 1931-1937 showed an additional collection amounting to 29 per cent of the total original assessment. During this period taxes due as originally filed totaled \$22,978,067.21. Additional taxes amounted to \$6,591,962.84.

J. D. Dunn, Director of the Oklahoma Income Tax Division, estimates that two-thirds of the additional assessments are made against out-of-state corporations. To check on these "foreign" companies, Oklahoma auditors recently worked for a month on the books of nine companies having headquarters in a large middle western city. This cost the state \$212.45, but additional assessments of \$81,454.83 were levied on these firms.

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542,000 City Employees Had More Security But Less Pay In '37

The 542,000 persons who worked for American cities in 1937 held more stable jobs but took less pay than in previous years, the International City Managers' Association reported today. Information compiled for cities of more than 10,000 population showed increased employment, and greater stability of employment as indicated by fewer new appointments.

Municipal employees numbered more than 1 for each 100 persons in the reporting cities, for the first time last year. New appointments totaled 20,687 in 1937, a decrease in ratio from 7 to 5 for every 100 employees, the report shows. The job turnover for all cities of more than 10,000 population declined from 5.6 per cent to 3.5 per cent during the same period.

The average salary for 449,513 employees in cities over 10,000 was \$1,643 in 1937. Salaries remained relatively stable in cities of less than 500,000 but decreased by more than \$200 in average cities over that figure, according to results of the study carried in the new "1938 Municipal Year Book."

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MAY 6 1938

Governmental Revenue Needs To Rise Through 1940, Relief To Continue, Study Finds

With local governments requiring at least \$1,841,000,000 more in 1940 than they collected in 1935, the cost of performing nearly every function of government will increase during the next three years. As the result local and state expenditures to be met by taxation will continue to rise, according to a comprehensive study in the "1938 Municipal Year Book," just published by the International City Managers' Association. It is expected that federal government expenditures will decline even though relief costs remain as a major item on the federal budget.

The study is an interpretation in the light of recent events by J. Wilner Sundelson of Rutgers University, of a three-year survey by Professor Mabel Newcomer, professor of economics, Vassar College. It estimates that local governments will require \$7,300,000,000 for immediate expenditure in 1940 as compared to \$5,459,000,000 in 1935. It also assumes that business will recover gradually from the present recession, and that the country will not be at war nor undergo "uncontrolled inflation" during the next three years. Professor Newcomer's original study was conducted under the auspices of the Twentieth Century Fund.

The survey anticipated that relief will continue to cost local and state governments about \$250,000,000 each, for each of the next three years despite anticipated business recovery. The federal government, it is predicted, will be able to reduce its relief expenditure from the 1935 figure of \$3,008,000,000 to \$800,000,000 in 1940. It is assumed that state and local relief costs will be stabilized, and that the two units will share the allotted costs equally; but that the federal government will bear any increases, and that any reductions will come from the federal shares.

The relief prediction does not consider the possibility that the federal government will discontinue direct relief through 1940. It maintains that the per capita cost of relief is likely to advance despite increases in social security and

(MORE)

other welfare outlays, and in the face of improved business conditions. "Lag in re-employment follows advances in technology," the forecast states, "and continued unemployment tends to create a larger class of unemployables. The proportion of unemployed falling upon public relief will doubtless be greater and the cost of relief per case will be higher."

Education, the largest single item on the nation's public expenditure outlay, will increase in cost at all levels, according to the study. The local government bill for education will rise from \$1,460,000,000 in 1938 to \$1,500,000,000 in 1940, while state costs increase from \$800,000,000 to \$1,000,000,000 during that period.

"Reaction to depression retrenchment policies will operate to increase education costs," the survey continues. "The pressure to restore salary cuts is great and will increase. Moreover, increases of staffs and capital outlays to reduce over-crowding are indicated.

"The decline in registration in elementary schools will be offset by increases in secondary schools. The rate of local cost increase will be made slower, however, by increased federal and state expenditures."

The survey estimates a total increase of \$280,000,000 for highway construction and maintenance over the nation during the next three years. The forecast assumes that there will not be a drastic reduction in federal highway appropriations to local subdivisions, and that there will be no construction of a gigantic super-highway system.

In forecasting government expenditures through 1940, the study makes three sets of estimates for figuring future fiscal needs, one of which is higher and one lower than the figures based on functional costs. The tax experts working on the study regard the functional estimates as the most accurate.

Commenting on the financing of future expenditures, the study says that "in spite of growing influences, by 1940 the local tax problem will still be one of property taxes. The burden on taxable property will be much greater than the tax yield indicates because of the growth of exemptions. Less property must be taxed at a considerably higher rate.

"It remains to be seen whether enough revenues can be obtained from taxable property in spite of the tax limitations and exemptions now in force."

Wide Diversity In Sales Tax Laws Snarls Administrative Problem

The 23 states which have adopted sales taxes since 1929 as a solution to fiscal needs now face such conflicts in form, coverage, and exemptions that administration of these taxes has become a complex problem affecting interstate commerce, the Federation of Tax Administrators reported today.

For instance, while the tax applies to all retail sales in 18 states, it is a wholesale tax as well in three others. In Indiana, the gross income tax becomes a sales tax when it is applied to merchants. Arizona, Mississippi, and New Mexico collect their sales taxes in the form of an occupational levy from sales made by business.

In addition, many states collect selective taxes on certain items such as motor fuel, liquor, tobacco, cosmetics, admissions, mechanical games, and oleomargarine. When subject to selective taxes, these items are frequently exempt under the sales tax laws.

Some states also make flat exemptions varying from \$600 on retail sales in Michigan to sales amounting to \$3,000 annually in Indiana. Most states exempt sales to non-profit, religious, charitable, or educational institutions, while more than half of the states exempt sales to the state and its subdivisions. The report shows that a majority also exempt seeds, fertilizer, feeds and other commodities entering into agricultural production, and the sale of products entering into manufacture. Although states attempt to exempt transactions entering into interstate commerce, the question of whether certain sales taxes burden interstate commerce has come frequently before the courts.

Exemptions designed to encourage the sale and use of home-state products are also noted in the report, for example, the exemption of fishing poles in Louisiana, and ambulances and hearses for use by non-residents in Ohio. A number of states exempt some or all utilities and transportation services, while Alabama, Iowa, Michigan, New Mexico, North Carolina, North Dakota, Mississippi, and West Virginia exclude textbooks from the sales tax list.

Twelve states have now adopted a use tax as a compensating or complementary tax to their sales tax laws, in an attempt to protect local merchants from tax-free sales made in other states. Administration of the widely diversified sales taxes, particularly those on interstate sales, constantly presents new problems to the tax administrator, the Federation pointed out.

Washington's Rigid Law Brings List Of Drivers License States To 43

With the state of Washington recently requiring probably the most complete examination for prospective automobile drivers of any state, 43 states now use scientific driving tests, the International Association of Chiefs of Police reported today. Mississippi became the forty-third state requiring drivers' examinations this year, while Kentucky recently strengthened its license requirements.

Washington's test requires prospective drivers first to answer 25 written questions. If the applicant misses no more than four he is permitted to take tests for color blindness, depth perception and reaction time. Applicants passing the preliminary examinations then give an actual road demonstration at the wheel.

Washington also grants three types of licenses -- regular licenses with full driving privileges, conditional licenses permitting the driver to use the highway under certain conditions such as when wearing corrective glasses, and restrictive licenses to fit any particular case.

While few states attempt such a complete examination, 28 others require drivers to pass a road demonstration before granting licenses. Twenty-seven require drivers to show knowledge of motor vehicle laws, and 23 examine applicants for defective vision. Rhode Island, New Hampshire, Pennsylvania, and Michigan may require a general mental examination of applicants whose fitness is in doubt, while eight states have authority to require physical examinations.

Although nine states grant motor vehicle license officials the authority to re-examine applicants for license renewal, no state makes a complete re-examination of every driver upon expiration of his license. In Delaware, New Jersey and Oregon re-examination of drivers over 70 years of age is regularly required.

Fees covering all or a partial cost of the examination vary from 25 cents to \$4.00. Arizona, California, Virginia, and Wisconsin require no fee. The five states which place no restrictions upon driving and have no driver's license laws are Florida, Illinois, Louisiana, South Dakota and Wyoming.

Few Cities Need To Invoke Validated Municipal Bankruptcy Act

Comparatively few cities will be forced to take advantage of the 1937 Municipal Bankruptcy Act which was recently upheld by a decision of the United States Supreme Court, the Municipal Finance Officers' Association said today.

Whereas a few years ago, many cities would have invoked provisions of the act, today only about 3,100 local governments (including hundreds of small special districts) or 1.8 per cent of the governmental units in the United States are listed as debt-defaulting. Most of these, however, are believed able to settle their obligations otherwise.

This was the second Supreme Court appearance of the Municipal Bankruptcy Act, which Congress passed originally in 1934 as the Summers-Wilcox Act. Two years ago, in May, 1936, this act was held unconstitutional. The decision in the current case upon the revised act, gives local governments, including special districts, the right to settle their presumably unpayable debts under authority of their states, if a majority of the bondholders and the Federal District Court approve. About 20 states have laws permitting this method of debt adjustment, which is now valid until 1940.

City and other local government debt is on the down-trend in general, thanks to several factors, according to Carl H. Chatters, executive director of the Municipal Finance Officers' Association.

"Benefiting from their bitter experiences during the lean years of depression, municipalities in general seem to be improving the calibre of their debt administration," Mr. Chatters said. "Growing interest in cash basis operations, in planned maturity schedules, and in the use of callable bonds under certain circumstances, reflects an appreciation of the need for planning with respect to debt and to municipal finance in general. Improved reporting practices, coupled with more careful analysis on the part of dealers and investors, are producing greater discrimination between good and poor municipal credits and thus giving due recognition to sound administration."

Directory Lists 2,000 Voluntary Agencies In Public Administration Field

More than 2,000 voluntary associations of those concerned with managing the public's business are listed in the fourth edition of the directory of organizations in the field of public administration issued today by Public Administration Clearing House, Chicago.

Published biennially, the directory for 1938-1939 includes 558 national organizations, 1,342 state organizations, 80 regional organizations and 87 Canadian organizations. Eighteen associations formed within the last two years are listed. Not included are strictly local groups, political parties, service clubs or fraternal organizations.

Among the organizations formed recently are: the American Association of Juvenile Court Judges, the American Association of Leisure Time Educators, the Automotive Safety Foundation, the Bureau of Cooperative Medicine, the International Association of Traffic Police, the Interstate Conference of Unemployment Compensation Agencies, and the National Association of Sanitarians.

Compiled to aid officials and citizens in finding information and assistance on problems of public administration, the directory lists both organizations of public officials and organizations of citizens. The associations of public officials, in most instances, it is explained, are formed through the "natural desire of those engaged in similar work to come together and talk shop.

"Voluntary associations of public officials have provided much needed facilities for communication among Federal, state and local officers, legally almost entirely independent of one another," the directory's introduction says. "By promoting voluntary cooperation among independent authorities these organizations have promoted administrative practices, and in other ways provided in the United States a substitute for that complete centralization of authority which has been deemed necessary in many other countries."

Public Schools Study Planning

City planning - Study Planning

Planning ABC's for the younger generation are finding their way into the public schools in various parts of the country, reports the American Society of Planning Officials.

The New England Town Planning Association stimulates student interest in city planning throughout the region by distributing a planning magazine to high school classes. Walpole, Mass., one town in the area, lets students plan and re-plan Walpole, instructing them in planning fundamentals.

"Our City--Dallas," written by a former superintendent of the Dallas City Schools and a member of the Dallas City Plan Commission, has been a textbook in the high schools there since 1927.

New York City school children last year received copies of "The ABC of City Planning," a booklet prepared by the Mayor's Committee on City Planning.

Chicago public schools, until recent years, familiarized students with the broad principles of city planning through Daniel Burnham's 1909 "Plan of Chicago."

* * *

Two Cities Make Floor Plans As Fire-Fighting Aids

Fire protection

Firemen who speed to answer a 4-11 alarm for the congested district of Duluth will soon carry floor plans of the business buildings. As reported to the International City Managers' Association, the Minnesota city's fire department is sketching floor maps of all buildings in the business and manufacturing district, as a guide to fire-fighting operations. The maps will be kept up-to-date through building inspections. Duluth follows the example of Austin, Tex., which has made maps for every basement in the city, according to "Public Management," magazine of the I.C.M.A.

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State Gasoline Taxes Produce More Than \$700,000,000 In 1937

Growing importance of state gasoline taxes as a source of state, city, and county revenue was reported today by Prof. Finla G. Crawford of Syracuse University in an article just published in the 1938 "Public Works Engineers' Yearbook," by the American Public Works Association.

Although the tax made its first appearance on the statute books of Oregon only 20 years ago, the yield has increased from \$1,000,000 in 1919 to more than \$700,000,000 in 1937, and produces more than 25 per cent of all state tax revenue. States now share an increasing amount of the revenue with cities and counties. The proceeds of the tax have also been widely used for general fund purposes, relief and education in many states, the study shows.

Although state highway funds received 42.3 per cent or \$289,214,000 from gasoline tax revenue in 1936, the percentage so used dropped from 70.7 in 1927. Meanwhile state and county bonds took an increasing share of the tax yield. In 1927 state and county bonds received 3.8 or \$10,086,456 as compared to 15.4 per cent totaling \$104,713,000 in 1936, while city street funds garnered \$28,770,000 as compared to \$3,619,388 in 1927.

Use of the gasoline tax receipts for other than highway purposes began before 1927, but gained further impetus as hard-pressed states and cities sought new sources of revenue for immediate expenditure during the depression, the study shows. In 1936 nearly half of the revenue was spent for purposes other than highways.

The amount of gasoline tax revenue spent for general fund purposes, relief, and education continued at about the same figures in 1937 as in 1936, but the amount represented a smaller percentage of the total receipts. Several states, including Colorado, Kansas, Maine and Minnesota, prohibit by constitutional amendment the use of gasoline taxes for other than road purposes. Similar amendments were introduced in 20 states last year, and received affirmative action in Alabama, Colorado, Indiana and Nevada. Statutes prohibiting the use of gasoline tax receipts for any purposes except highway improvements passed in Alabama, Indiana, and North Dakota, while South Dakota rescinded previous legislation permitting such distribution.

The gasoline tax rate varies from one cent per gallon in Missouri to seven cents in Florida, Tennessee and Louisiana.

* * *

Motor vehicles - Parking

Many Cities Acquire Parking Lots To Aid Parking, End Traffic Congestion

In an attempt to solve their growing parking and traffic congestion problems, cities in at least 17 states have acquired municipally-owned parking space near their central business districts, a survey conducted by the American Society of Planning Officials and the International City Managers' Association, in cooperation with 200 cities representing every population group, disclosed today.

Twenty-five cities reported that they are providing off-street parking space, while six others announced surveys of their parking problem with a view toward establishing municipal parking lots. Virtually all of the cities maintaining municipal parking areas reported that business men in the city are favorable to the plan.

Parking fees in the municipal lots range from 10 to 75 cents a day, with 25 cents the average fee for all-day parking. In most of the 200 cities surveyed, merchants and business firms provide at least partial parking facilities to their customers. San Diego, Calif. is among the cities providing a large free parking area, and Kansas City, Kas. has a bill pending in the legislature to enable condemnation of land for free parking in the business district.

The city of Chicago lake-front parking space in Grant Park, near the business district, is probably the largest municipal parking area in the nation. This area now has a capacity of 2,500 cars and is being enlarged to provide parking facilities for 3,500 cars within the next few months.

Among the other larger parking areas provided by cities are: Brockton, Mass., 200 cars; Bay City, Mich., 500 cars; Trenton, N. J., 700 cars; Hackensack, N. J., 700 cars; Eldorado, Kas., 150, and Oklahoma City, Okla., 100 cars.

Methods of acquiring the municipal parking areas varied from utilization of tax-delinquent land in possession of the city to purchasing and leasing vacant lots. Flint, Mich. purchased its parking space for \$110,000 in 1919, and Schenectady, N. Y., for \$100,000.

Among the cities reporting operation of municipal parking lots are: San Mateo and San Diego, Calif.; Chicago, Jacksonville, and Winnetka, Ill.; Waterville, Me.; Brockton and Quincy, Mass.; Bay City, Flint and Saginaw, Mich.; Trenton and Hackensack, N. J.; New York City, Ithaca and Schenectady, N. Y.; Asheville and Greensboro, N. C.; Piqua and Mansfield, O.; Oklahoma City, Okla.; Mitchell, S. D.; Memphis, Tenn.; Petersburg, Va.; Oshkosh, Racine, Janesville, Waukesha and Clintonville, Wis.

Property Taxation Of "Intangibles" Varies Widely Among States

Intangibles Taxation

The 48 states show little agreement in either laws or practice upon the taxation of intangibles--that property which consists of bank deposits, mortgages, bonds, stocks and the like--the National Association of Assessing Officers showed in a survey released today.

Such differences in tax policies frequently result in the concentration of owners of intangibles in the more lenient states. Recently, for example, several public utility holding companies announced their intention of moving from Chicago back to Wilmington, Delaware, their place of incorporation, to escape the tax on intangibles levied by Cook County.

With several arguments advanced against taxing this kind of property at all, most states have granted some form of tax preference to intangibles, the study shows. Utah, Washington and Wisconsin levy neither general nor special property taxes on intangibles. Close to complete exemption are California, Delaware, and New York, which levy low-rate property taxes on a highly restricted group of intangibles; and Idaho, Mississippi and North Dakota, which tax a limited amount of intangible property at general property rates.

Between these nine states and a number that exempt practically no intangibles lies a great variety of exemption patterns. These the N.A.A.O. survey classifies as follows:

Twelve states taxing intangibles under the general property tax: Arizona, Arkansas, Illinois, Maine, Michigan, Missouri, Nevada, New Jersey, New Mexico, South Carolina, Texas, Wyoming.

Sixteen states and the District of Columbia taxing intangibles on capital or market value at a flat rate lower than the general property rate: Connecticut, Florida, Georgia, Indiana, Iowa, Kansas, Kentucky, Maryland, Minnesota, Nebraska, North Carolina, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Virginia.

Three states taxing intangibles on their capital value, but at a rate varying with the tax rate on other property: Louisiana, Montana, West Virginia.

Seven states taxing income from intangibles, exempting or taxing less heavily income from tangibles and from personal services: Colorado, Massachusetts, New Hampshire, Ohio, Oregon, Tennessee, Vermont.

Alabama, levying flat-rate recording taxes on capital value of intangibles, which are non-recurring rather than annual taxes. (Six other states apply such a tax but restrict its application largely to mortgages on domestic real estate.)

Revenue Anticipation Held Vital To Municipal Budgets

Municipal officials are mistaken if they think their work is done when they have carefully budgeted the city's expenditures. Unless they give equal attention to the revenue-collecting program, they may be heading their city for hard times.

This recommendation for a new emphasis on the preparation of anticipated revenue collection estimates is made by Walter C. Peterson, budget investigator for the Los Angeles Bureau of Budget and Efficiency, in a statement prepared for the Municipal Finance Officers' Association today.

"The financial difficulties of many cities during the depression were not due exclusively to a lack of budget control, improper purchasing procedures, shrinkage in real estate values, high delinquencies, or other revenue losses," Mr. Peterson said. "They were directly traceable to the lack of interest and complete disregard by public officials of the rate at which revenues were materializing and becoming available for expenditure. The careful preparation of anticipated revenue collection schedules and the regular comparison of actual revenue collections with predetermined estimates would have made administrative acts possible in sufficient time to preclude the chaotic conditions finally resulting from revenue losses."

Cities following this advice, Mr. Peterson indicated in the current issue of "Municipal Finance," magazine of the M.F.O.A., would:

1. Know when collections would be available and in what amount.
2. Be able to make continual comparison of revenue collections with predetermined estimates, and thereby gauge their fiscal position at any time.
3. Know if, when, and how large short-term loans or cash stabilization funds are necessary to pull through any critical period.

Accurate estimating of revenues is a new development in municipal finance, Mr. Peterson pointed out. It can be done only when the finance officer has a complete knowledge of local laws on revenue collection, when past experience on collections is available, and when current records are kept on a day-to-day basis.

New Yardstick Offered To Measure City Government

Admin

A new kind of yardstick to measure city government in terms the public can grasp and the administrator profit by is made in a study issued today by the International City Managers' Association.

In contrast to the familiar ways of appraising governmental efficiency in terms of tax rates, total expenditures, man-hours and amount of work performed, the new measurement method reduces the information to two points: "What results are obtained?" "Are they obtained in the most economical manner?" Behind the measurement method lies the development of detailed records systems on each municipal activity, designed to enable the compilation of uniform statistics. From this information, over a period, "indices of result" will be constructed to measure the attainment of objectives. Techniques are suggested for reducing data from different cities to the same basis and from the same city for different years.

Sample charts of proposed records systems for 15 common municipal activities are shown in the study. Some of these records have been used by certain cities for some time, mainly for police and public works activities. Added are proposals for measurable records on public welfare, planning, schools, libraries, etc.

The purpose of the new measurement standards is explained by the authors thus:

"Billions of dollars are spent each year by municipal governments. Somehow, whether by reason or by chance, the amount of that expenditure must be fixed, and the portions to be allotted to the several functions and activities must be determined. The stockholder or director of a private corporation expects the management to submit to him a statement of profit and loss. The corporation manager, in turn, makes decisions on the basis of information furnished him by his cost accountants. But public business is not operated for profit; and the techniques of cost accounting have only a limited applicability. It is essential, therefore, that other means of measuring governmental activities be utilized if the citizen, the legislator, and the administrator are to make intelligent decisions."

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Motorized Road Blockades Planned By Western States To Hunt Criminals

Motorized road blockades, a streamlined model of the old fashioned sheriff's posse, are being perfected by western states to catch escaping criminals, the International Association of Chiefs of Police reported today.

City, county and state law enforcement officials in Oregon, Washington, Idaho and California will pool their resources and facilities to obtain mutual, directed aid during criminal hunts. The blockade will be organized by districts of several counties each so that it can be put into effect in any one district or extended to the entire area. State police, highway departments, telephone and telegraph companies, commercial radio stations, and railroad company special agents will cooperate.

The western state blockade plan is similar to that organized for lower Michigan. Michigan's blockade system is operated with the aid of a mechanical map from state police headquarters. The location of cruising police cars is designated on the map so that the central state police station keeps close check on troopers, sheriffs and other peace officers.

* * *

City "Open House" Shows Berkeley Citizens What Makes Wheels Of Government Turn

Demonstrations showing "what makes the wheels turn" in the governments of several cities were reported today by the International City Managers' Association.

The tenth annual city hall "open house" in Berkeley, Calif. set a new attendance record, with 12,000 persons attending municipal band concerts, entertainment by the city recreation department, demonstrations of municipal work and equipment, and movies about local governmental functions.

Louisville, Ky., recently completed a 1,400-foot film entitled "Your City Government," while Portland, Ore., filmed a color movie called "Your Government In Action." Most of the Portland filming was done by city employees. The movies in both cities are available to all civic organizations, schools and churches.

* * *

Relief Again Biggest Problem Before '68 Legislatures

Pressing relief and social welfare problems today command undivided attention in special sessions of Ohio and Illinois legislatures after dominating the legislative picture in 10 other states in 1968, a survey by the Council of State Governments disclosed.

Illinois and Ohio legislatures assembled in special "emergency" sessions last week in an attempt to solve relief crises. Similar problems faced legislators of 11 states which completed regular or special sessions this year, and are now before the legislatures of Louisiana, Massachusetts and New Jersey. Kentucky, in its second special session of the year, is considering possible changes in the administration of its institutions for mental care.

In the Illinois session, legislators hope to appropriate funds for relief payments to 74,000 families in Cook County (Chicago) who have not received relief allotments for May, and to provide further payments to 59,000 additional Cook County relief families who received the last available relief appropriation. Hundreds of Chicago relief stations have been closed to all except emergency cases pending legislative action to raise funds.

Ohio's legislature is considering proposals to allow cities and counties to levy special taxes to finance relief. Bills drawn for presentation in the legislature provide that the state raise at least half the total emergency unemployment relief requirements in addition to permitting local governments to collect special taxes. The Ohio legislature approved a \$17,500,000 state relief appropriation in a special session earlier this year.

Facing similar emergency problems, the California legislature in special session appropriated \$6,000,000 to reimburse counties for social security payments, and \$4,900,000 for unemployment and self-help projects. Kansas created a \$600,000 emergency welfare fund available to counties, while Georgia authorized its state welfare department to bear part of the county welfare administration expense. Georgia also amended its unemployment compensation law to speed unemployment benefits, and provided unemployment compensation for seasonal workers. Mississippi liberalized its provision for old age assistance and provided an appropriation for needy blind. Virginia completed the national record for state participation in the federal Social Security program when its legislature passed laws providing public assistance.

Four states--California, Virginia, Mississippi and New Jersey--passed legislation enabling local government units to establish housing authorities to participate in

large-scale public housing projects. Enactment of the enabling legislation brings to 33 the number of states providing for the establishment of local housing authorities. California and Kentucky legislation qualified lending corporations for participation in the United States Housing Act, while Ohio legalized the use of state funds including the teachers' pension fund, for investment in housing authority bonds. New York gave first approval to a constitutional amendment to establish a \$500,000,000 state housing loan fund. The proposed amendment must again be approved by the legislature and then submitted to a popular vote before enactment.

Although the survey shows that few legislatures levied new state-wide taxes, most of them voted to continue "emergency" levies and increased the power of their taxing agencies. New York continued its emergency taxes and approved the continuation of sales taxes, and special utility, tobacco and "luxury" taxes in New York City. Mississippi increased the powers of its tax commission, raised income tax exemptions to the federal level, increased income tax rates one-half of one per cent, and passed a 2 per cent use tax. The legislature also approved a \$3,000 tax exemption on homesteads. Georgia abolished its tax commission and placed its taxing authority in the hands of a state revenue commissioner, and New Jersey appointed a committee of 16 to study tax delinquency.

The survey shows that most of the legislatures considered safety legislation. New Jersey added 200 troopers to its state highway police; Mississippi established a 54-man state highway patrol to become the forty-seventh state to provide either a patrol or state highway police system. Florida is the only state without a highway patrol. Virginia voted compulsory safety education in its public schools. Ohio appropriated \$160,000 to its highway patrol, and Kentucky revised its driving regulations.

State labor legislation during the recent sessions included enactment of a 40-hour week for textile workers in South Carolina and a maximum 48-hour week and 9-hour day for women in Virginia.

Other legislation included requirement of premarital physical examinations by Kentucky, New Jersey, New York, Rhode Island and South Carolina, extension of planning and zoning laws in Mississippi and Georgia, and extension of civil service in Kentucky and Ohio. Included in the year's liquor legislation is a new Mississippi statute providing for a temperance supervisor to teach the effects of habit-forming drugs and alcohol in public schools and colleges.

The summary of new legislation in 1978 will be printed in a forthcoming issue of "State Government," monthly magazine of the Council of State Governments.

Regional Conference On Civil Service Scheduled In Chicago

Civil service commissioners and technicians representing more than one-third of the merit systems in operation in the United States will meet in Chicago June 2-4 for the Central Regional Conference of the Civil Service Assembly of the United States and Canada, it was announced today.

The public personnel officials will be in attendance from city, county and state governments of Alabama, Arkansas, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Michigan, Mississippi, Missouri, Minnesota, Nebraska, North Dakota, Oklahoma, Ohio, South Dakota, Tennessee, Texas, Wisconsin, Colorado, Montana, New Mexico and Wyoming. The Canadian provinces of Alberta, Saskatchewan and Manitoba will also be represented. Nearly 78 per cent of the 863 jurisdictions that have civil service lie within this region, including six of the 14 states with merit systems.

The program, as announced by Walter V. Majoewsky, Cincinnati Civil Service Commission, chairman, will include such subjects as modern personnel practices for civil service commission; problems of new and smaller civil service agencies; and new trends in public personnel administration. Representatives from the various agencies will report on new procedures installed during the past year.

Among participants in the program will be: William Brownrigg, State Personnel Director, Michigan State Civil Service Department; Donald Sublette, Principal Examiner, Detroit Civil Service Commission; Kenneth O. Warner, State Personnel Director, Arkansas Personnel Division; Donald H. Nottage, Secretary and Chief Examiner, Minneapolis Civil Service Commission; Richard W. Bunch, Director, Bureau of Personnel for the Indiana Department of Public Welfare and Unemployment Compensation Division; Ovid B. Blix, Principal Personnel Technician, Michigan State Civil Service Department; James M. Mitchell, Manager, Michigan Municipal Personnel Service; Dr. Leonard White, Professor of Political Science, University of Chicago; W. Roland Allen, Personnel Director, L. S. Ayres & Co.; Lynn W. Beman, Director of Labor Relations, Emery Industries; and Donald C. Stone, Executive Director, Public Administration Service.

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Detroit Builds, Los Angeles County Plans, Homes For Reliefers

With house rent for relief recipients mounting to hundreds of thousands of dollars a year, several cities contemplate the possibility of building their own "no rent" housing to save money. Detroit has already completed ten homes, and Los Angeles County is preparing to erect an experimental twenty, the National Association of Housing Officials reported today.

Detroit's ten relief houses are the first of a project of 175, to be built on city-owned land with the cooperation of the local housing authority, the building department and the public works department. Welfare department rent money plus a council appropriation provided financing, which included an initial outlay of \$235,000 for lots. Common labor on the cottages was done by W.P.A. and welfare recipients; skilled labor trades were employed from the civil service lists.

Each of the Detroit houses has a hot air heating system, a full basement, gas refrigeration and stationary laundry tubs. The houses are set on individual lots, 35' x 110', and will house only one family of not more than four members.

Spending \$670,000 a year on relief rentals, Los Angeles County recently assigned its Regional Planning Commission to survey opportunities for building for relief recipients on county-owned property. The Commission found that tax-delinquent property acquired by the county and land at the county poor farm would provide sites for 100 houses.

Final studies indicated that, at $3\frac{1}{2}$ per cent (the rate the county might expect its funds to earn if invested) for 30 years, the total charge on a simple dwelling unit with 800 square feet of floor space could be set at from \$10.60 to \$12.20 a month. Now the county spends an average of \$19.27 a month per family for rent and utilities. In a year the total cash saving on 100 houses would thus be about \$15,276, on houses that would cost \$90,000 at the start.

Reports from Milwaukee show that two private, non-profit corporations are negotiating for the lease of tax-delinquent city lands for relief housing which they claim can ^{be} built and rented at costs within reach of relief clients.

"Model" Records, Reporting System Offered For Fire Departments

Publication of a manual describing a model records and reporting system for fire departments, based on surveys in more than 100 cities and designed to aid fire departments in fire prevention in addition to promoting effectiveness in fire fighting, was announced today by Public Administration Service.

"Fires are fought with paper and pencil as well as water and chemicals," the manual points out, "with adequate records providing the starting point for all intelligent fire fighting activity."

Included in the records are check lists of fires classified by causes and by occupancy with suggestions for spot maps showing the location of previous fires. Comparison of trends in fire losses and causes, and information showing the fire chiefs the effectiveness of the departments, are readily available from the records.

The "journal" for each fire company provided in the records shows the activity for each fire fighting unit, while assignment cards tell what companies and what district chiefs are to respond to an alarm from any point in the city. Thus the records set up a system for the orderly movement of men and equipment to cover every possible fire condition.

Other objectives of the records, according to the manual, include suggestions of need for certain fire laws and ordinances; standardization of records with the use of a minimum number of forms; improvement of relations between the fire department and public by systematic reporting, and use as an instrument of control in budgeting for new equipment for the next year.

DeWayne Nolting, a member of the staff of the National Fire Protection Association, who is the author of the records and accompanying manual, installed complete record and reporting system for the Cincinnati fire department, and has assisted many cities in modernizing their records.

Test Case On Interstate Tax Reporting Practices Filed In Missouri

Filing of a suit against the state auditor of Missouri to test the authority of state officials to give information received from taxpayers to officials of another state, was noted today by the Federation of Tax Administrators.

The Missouri test case resulted from a practice established by the state auditor's office of reporting to Texas and Oklahoma tax officials the sale of cigarettes by a Missouri merchant in neighboring states. In his suit against the state auditor, the Missouri merchant claims that such information is privileged and cannot be divulged.

Interstate reporting has developed into a common practice among certain tax administrators as a means of preventing tax evasion. New England and Middle Atlantic states report interstate shipments of gasoline as a weapon against gasoline "bootlegging," and a number of southern states use the same method to check evasion of state tobacco taxes.

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Los Angeles Uniforms Meter Readers for Mutual Protection

Water meter readers in Los Angeles, Calif. will be uniformed in olive green, with a seal on their coat sleeves and a city badge on their caps, as a protection to householders and the city Water and Power Department, the American Public Works Association reported today. The action was taken to prevent criminals from gaining entrance into homes under the pretext of reading water meters.

Police departments in many other cities have advised householders to inspect the credentials of all persons seeking entrance into their houses after representing themselves as public utility employees.

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Phoenix Finds New Way of Advertising Government Jobs

Placards on city-owned street cars have proved an effective method of advertising vacancies in the police department of Phoenix, Ariz., and of insuring adequate competition in the civil service examination for the openings, the

International City Managers' Association reported today. Arkansas' State Personnel Division used newspaper and radio advertisements to recruit candidates for civil service employment, when the system was inaugurated a year ago.

* * *

Cities Test Stabilized Wage For Seasonal Workers

Believing that stabilized employment and regular pay are as important to public employees as to industrial workers, Two Rivers, Wis., city of 10,000, has put its outside "seasonal" workers on a 40-hour week with the same monthly salary throughout the year, reports the International City Managers' Association.

Street sweepers and other street department employees, electric line men and the outside men in the water department now work a 50-hour week during the summer, when most of the outdoor labor is done, and a 30-hour week during the winter. Unusual in the municipal scene, the year 'round wage is under experiment by several industries that employ seasonal workers.

The street department of Des Moines, Ia. recently made a one-year agreement with its 200 workers to pay an annual wage for 240 work days per year, as against the former average of 200 days per year on an hourly basis. If successful in this department, the plan will be extended to include other municipal employees now on an hourly basis.

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Cities Report Success On "Fixless" Traffic Tags

Portland, Ore. reports success in its new "fixless" traffic tag system, according to the Municipal Finance Officers' Association. A recent two weeks' drive not only reduced traffic charge evasion but resulted in the collection of \$2600 in fines. This was an increase of \$1274 compared with the previous two-week period, when three times as many tags had been issued for violations.

Dallas, Tex. makes a similar report. Last month the city collected nearly \$10,000 in traffic fines on 3500 violations.

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States Expand Training Programs In Public Service

Several states have started to develop organized training programs for occupations in the public service, under the broadened interpretation for use of vocational education funds provided by the George-Deen Act, the American Municipal Association noted today.

Among states where programs supervised by leagues of municipalities and vocational education boards are already under way are: Alabama, Arkansas, Connecticut, Michigan, New Jersey, New York, North Carolina, Oregon, Utah, Virginia and West Virginia.

Employees of any rank in the public service, including administrators, as well as the tool and technical workers, now can participate in municipal and state programs for training on the job. The only qualification is that instruction must be "less than college grade." These extensions of the public service training program are made in a recent ruling by the Department of the Interior. That part of the \$14,000,000 vocational education appropriation set aside this year for public service training is issued to the states on a match-fund basis.

The scope of these programs is indicated by New York's experience. From January to April this year, 62,003 public employees received instruction. Their occupations ranged from village clerks, justices of the peace, firemen and policemen, to financial, park, public welfare, public works, purchasing and recreation officials. The schools were conducted by the New York Conference of Mayors and the Municipal Training Institute of New York State.

Although several state leagues of municipalities have conducted in-service training programs for ten years, as have the U.S. Office of Education and certain individual state and city governments, their progress has been handicapped by limited funds and inadequate supervision, pointed out Clifford W. Ham, executive director of the American Municipal Association. They are now in a position to surmount these difficulties, participating in the federal vocational education program that for many years has been used successfully for training in trade and industrial occupations. The Vocational Division of the U.S. Office of Education and the state education boards have charge of promoting the training programs.

Typical programs are under way in three states:

Utah: Night schools for mayors and commissioners, conducted on a regional basis, to acquaint these local officials with state statutes having municipal application, with the mechanics of passing ordinances, and with aspects of budgeting and expenditure.

Michigan: Evening courses at Wayne, Detroit's municipal university, in tax assessment, election administration, general city government, report writing, public law, public speaking, etc. Regional conferences for fire chiefs and fire department members, a police officers' conference, an assessors' institute and a conference for electric meter men and plant superintendents.

New York: Establishment of a Bureau of Public Service Training in the State Education Department to appraise training facilities and coordinate the numerous agencies already in in-service training.

National Conference On Planning Set For June 20-22 In Minneapolis

Planning - Conference

Public officials from all over the nation will meet in Minneapolis June 20 to 22 to discuss problems and accomplishments in city, state and national planning, the American Society of Planning Officials announced today. Governor Elmer A. Benson of Minnesota will open the conference, and Governor E. D. Rivers of Georgia will address the dinner session June 21 (Tuesday).

The conference program, under joint auspices of the American City Planning Institute, American Planning and Civic Association, and American Society of Planning Officials, will include committee reports followed by round table discussion of 13 topics in the planning field. Foremost is the question of planning for large-scale housing programs. Other topics include urban zoning and land policies, rural zoning, national, state, county, and regional planning, problems resulting from migration of population, and traffic studies in relation to city planning.

City and state officials will contribute to the conference program in addition to planning directors, consultants, members of the National Resources Committee and the United States Housing Authority.

Speakers at the conference will include Mayor George E. Leach, Minneapolis; Frederic A. Delano, Vice Chairman, National Resources Committee; Ben H. Kizer, Chairman, Washington State Planning Council; Jacob L. Crane, Jr., G. Frank Gordner, T. T. McCrosky, and Warren Jay Vinton, all of the United States Housing Authority; Neville Miller, Assistant to the President, Princeton University; Clifford W. Ham, Executive Director, American Municipal Association; Herman C. Miller, City Planning Commission, Minneapolis; Harold S. Bottenheim, Editor, "American City;" Albert W. Noonan, Director, National Association of Assessing Officers; Tracy B. Augur, Department of Regional Planning Studies, Tennessee Valley Authority.

Also O. B. Jesness, Division of Agricultural Economics, University of Minnesota; Philip H. Cornick, Institute of Public Administration, New York City; Alfred Bettman, Chairman, City Planning Commission, Cincinnati; Morton L. Wallerstein, Chairman, Virginia State Planning Board; Ernest J. Bohn, Director, Regional Association of Cleveland; Richard E. Scammon, Chairman, Minnesota State Planning Board; Donald C. Blaisdell, United States Department of Agriculture; Harold W. Lautner, Executive Secretary, American City Planning Institute; W. R. Sassman, Minnesota State Planning Board; and Mayor William H. Fallon, St. Paul, Minn.

Taxation - Administration

Six States Unify Tax Administration Under Single Agency, Others Divide It

Although 42 states rely on several departments to administer their taxes, six have unified their major taxes under the head of a single commissioner or administrative board, the Federation of Tax Administrators noted today.

Massachusetts, which has maintained a unified tax system since 1865, is regarded as the "father" of the present trend. However, the Bay State's single-headed Department of Corporations and Taxation does not handle motor vehicle licensing, although it administers all other state taxes. The states in which only one person or commission administers the major state taxes are North Carolina, New York, Pennsylvania, Oklahoma, Rhode Island and Kentucky.

Meanwhile, many other states have broadened the powers of their tax commissions in the attempt to secure more revenue to meet their increasing fiscal needs. The Georgia legislature in special session this year passed a law abolishing its tax commission and placing administration of state taxes under a revenue commissioner. In addition to increasing unification in administering the taxes, all states except California and Arizona provide for the appointment rather than the election of tax administrative heads.

The number of agencies administering the eight most important taxes on the basis of revenue which they produce varies from one agency in six states to five in five. The taxes are administered by two agencies in 16 states, by three in nine, and by four in 12 states. Missouri, Colorado, Maine, Minnesota and New Hampshire use five agencies to administer their eight most important taxes. In Missouri, for example, the tax commission determines the rate of assessment and supervises the collection of real and personal property taxes, while income and sales taxes are administered by the state auditor, estate and inheritance taxes by the treasurer, motor vehicle taxes by the secretary of state, and gasoline taxes by the state oil inspector.

-Housing Managers To Attend 12-Day Training Institute

Announcement of a 12-day training institute to be held in Washington, June 13 to 24, for managers of large-scale public housing projects, was made today by the National Association of Housing Officials. Nathan Straus, administrator of the United States Housing Authority, which is cooperating in the institute, and Bleecker Marquette, consultant to the Cincinnati Metropolitan Housing Authority, and president of the N.A.H.O., will open the training program.

Attendance will be limited to managers and assistant managers of low-rent housing projects owned or leased by local authorities or employed by the United States Housing Authority, members of the U.S.H.A. management division, and persons not yet employed but definitely selected for management positions in local authority housing projects. About 40 housing officials are expected to attend.

The training program will include one or two brief lectures, followed by round table discussions of the lectures, at each session. Lectures and round tables will deal with specific problems of professional large-scale housing managers.

The institute will be the second training program for housing managers conducted on a national scale by the National Association of Housing Officials. The first was a four-month training course held in 1936.

Lecturers at the second training institute will include: Louis Sebralla, Memphis Housing Authority; Lionel Artis, Resident Manager, Lockfield Apartments, Indianapolis; Charles Ascher, Secretary of the Public Administration Committee, Social Science Research Council; Mary Lumsden, Housing Management Division, New York City Housing Authority; Benjamin Ritter, Management Division, U.S.H.A.; Elizabeth Wood, Executive Secretary, Chicago Housing Authority; Prof. Newman Hoopingarner, School of Commerce, New York University.

Also, James Stephenson, Manager of Dallas, Tex. Project; John Ihlder, Executive Officer, Alley Dwelling Authority, Washington, D.C.; Roy S. Braden, Community Manager, Greenbelt, N.C.; Frank Lowe, Manager, Hillside Homes, New York City; Raymond Voight, Manager, Detroit Housing Project; John W. Simms, Management Aide, Dickerville Project, Jacksonville, Fla.; Catherine Bauer, Director of Research and Information, U.S.H.A.; William B. Reed, Project Advisor, U.S.H.A.; Faith Williams, U.S. Bureau of Statistics; Caroline Ware, American University, Washington; Walter V. Price, Acting Director, Labor Relations Division, U.S.H.A.; Arthur Bohnen, Consultant, Chicago Housing Authority; Coleman Woodbury, Executive Director, N.A.H.O.; Jean Coman, M. B. Satterfield, A. G. Bredhal, and B. B. Hood, all of the Federal Management Division, U.S.H.A.

Police - Selection

Cities Raise Police Recruitment Standards, Promote From Ranks

Greater emphasis on higher police recruitment standards with more cities recognizing intelligence, adaptability and physical condition as requisite to membership in their police departments, was pointed out by the International Association of Chiefs of Police today.

Detroit, Mich., Duluth, Minn., Cincinnati, O., Berkeley, Calif., and Wichita, Kan., are among the cities which have adopted extensive police recruitment tests in addition to providing training for officers following their appointment, the Association said. Reports of the Wichita police department show a marked decrease in crime and a higher percentage of offenses cleared by arrest since the recruitment standards were adopted. Meanwhile, the average intelligence test score for the entire department has risen from 79 to 131 and the average education of the department from 9.14 years to 11.82 years, during the last ten years. The average age in the department declined from 39.86 to 34.61 years.

Departments generally are attempting to select capable young men who will respond to training rather than men who have had previous business or law enforcement experience, according to the Association. By raising the recruitment standards the departments are able also to promote entirely from the ranks, thus offering policemen a professional career.

The recruitment practice followed by a number of cities provides first for the preparation of definite specifications for the police job. These specifications define the type and scope of work, age limitations, weight, height, education, and salary scale. The minimum age requirement is usually 21 years and the maximum 28 to 30 years.

Candidates who meet with the preliminary specifications receive intelligence tests, supplemented in some cities by adaptability, observation and social intelligence examinations. Those who qualify must pass a complete physical examination. A character examination based on the investigation of the police personnel officer and interviews with the police chief complete the recruitment test. Recruits are then appointed for a probationary period of several months, while they are subject to frequent service ratings. Those who fail to make a satisfactory showing are removed immediately.

Discussion of police recruitment standards is included in the 1938 "Yearbook," just published by the I.A.C.P. * * *

Governmental research

Fiscal Problems Foremost For Government Officials, Research Projects Indicate

The extent of fiscal problems in city and state government today was indicated in a listing by the Governmental Research Association of 85 studies being conducted in 36 localities. Forty-six of the research projects relate directly to taxation and budget matters, while fiscal questions enter indirectly into many of the other problems being studied.

Studies of charity, relief and welfare expenditures occupy the attention of governmental research organizations in Los Angeles, Calif.; Des Moines, Ia.; St. Louis, Mo.; Schenectady, and Utica, N.Y.; Providence, R. I.; and Fitchburg, Mass. Among other problems undergoing technical research in several localities are tax limitation, police and firemen's pension systems, and welfare department reorganization.

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Police - Communication - Radio

Radio "Detectives" To Clear County For Police Broadcasts

"Man-made static" is the quarry of a corps of radio "detectives" organized in Newark and Sussex County, N.J. to track down interference with police broadcast reception, reports the International City Managers' Association.

Using portable receivers and directional loop antennae, 45 workers paid by the city of Newark and W.P.A. will tune in on the police short wave to spot areas of disturbed reception. Other groups will attempt to isolate the cause of disturbance, which the city electrical division will remedy if property owners are at fault.

A radio survey of the entire 18,000 miles of city and county streets and highways is planned, to show the intensity of radio reception in every section.

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News Bulletin of

PUBLIC ADMINISTRATION CLEARING HOUSE

1313 East 60th Street, Chicago, Illinois

1938

Release No. 1: For Mon., June 6

Cities Use Surveys To Focus Attack On Traffic Accident Problems

Detroit, Mich., Louisville, Ky. and Toledo, O., are outstanding among the cities which have attempted to learn the type and cause of traffic accidents, and to focus their safety campaigns on these factors, the International City Managers' Association reported today.

A survey by Detroit's newly-established traffic engineering bureau disclosed that child accidents occur most frequently between 3 and 6 p.m. More children were hurt by darting into the streets from behind parked cars than from any other cause. Pedestrian accidents to adults were most common between 5 p.m. and 1 a.m. The most frequent causes were crossing the street while intoxicated, crossing where there was no intersection, and failure to see cars turning at an intersection.

As the result, three police safety cars now tour the child accident zones during the hazardous hours. A policeman seeing a child running or playing in the street takes him to his home and attempts to persuade both the child and his parents that he should not take such chances. The police use loudspeakers in their safety cars to caution pedestrians in the adult accident zones.

Louisville's police traffic bureau discovered that all accident deaths and 82 per cent of the injuries resulted from 10 traffic law violations. These, in order of frequency, were speeding, drunken driving, failure to yield the right-of-way, reckless driving, failure to obey traffic signals, defective equipment, driving on the wrong side of the street, improper turns, failure to observe boulevard stops, and passing street cars. The city's campaign against these violations has reduced the accident toll considerably this year.

Toledo officials decided upon a campaign of education after a field survey contained in a traffic planning report showed that few motorists knew the capabilities of their cars or fundamental driving regulations.

For example, 81 per cent of 1,241 drivers questioned over-estimated the braking power of their cars. The survey showed that the average driver had little idea of the distance required to stop a car when moving at 20 or 40 miles per hour. Asked whether cars traveling in the business district have the right-of-way over a pedestrian crossing the street in the middle of a block, 521 drivers asserted that they had the right-of-way and 689 answered correctly that the pedestrian has the right-of-way. Similar variation in answers occurred to questions on speed permitted a car in passing street cars, and speed limits within certain zones.

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Personnel, Public Administration

Three States List Apprentice Training For Aspirants To Government Careers

To provide recruits for government careers, colleges and universities are joining local or state officials in California, Indiana and Wisconsin in plans for pre-service training, information from the Civil Service Assembly showed today.

In California a group of city and county public administrators plans to put students who have finished two or four years of college to work on salaried apprentice jobs in their home communities. Studying while they work, the students terminate their appointments when they have completed their educational programs. If they wish to continue in the public service, they must secure appointment in competition with other candidates.

The part-study, part-work program is designed to attract students into government service; to provide actual experience on the job; to provide financial aid to ambitious and competent persons willing to enter public service; and to facilitate through the combination of job experience and directed study the transfer from college campus to government office.

A second example of pre-service training is the recruitment plan of the Los Angeles County Civil Service Commission and Bureau of Budget and Research. The civil service commission picks eight men each year from graduates of the four large California universities as apprentices for one year's service.

Wisconsin, after six months' trial of a state government career plan, has just announced its expansion to include eight recruits annually from two colleges--the University of Wisconsin and Marquette University. Loans are granted to selected senior students, and to repay the loans the students work as apprentices in state commissions and bureaus. They remain in state service for two years, and to continue state careers they must qualify in regular civil service examinations. Students who decide to go outside government service are released from obligation by immediate repayment of their loans with interest. If there is no position for the student who wants a state career, the University of Wisconsin provides research work temporarily, waiving interest on his loan until he is placed.

In Indiana, for the first time this year, two apprentice examiners from graduating classes of the state's colleges and universities were appointed by the Indiana State Bureau of Personnel for a year's service. They will work for \$120 to \$145 a month. Only male applicants who have been residents of the state for at least a year are eligible.

Training - Housing management

Training Need Seen For Housing Management, "Newest Profession"

Training for "America's newest profession" ---large-scale public housing management---must be the responsibility of federal and local governments in the immediate future, Abraham Goldfeld, Executive Director of the Fred L. Lavanburg Foundation, asserted today in an article prepared for the "1938 Housing Yearbook," to be published soon by the National Association of Housing Officials.

"Some plan of professional training will probably have to be adopted in this country if an adequate supply of properly trained personnel is to be provided," the author said. "In the uncertain state of future developments in housing it is not likely that colleges and universities will undertake to organize work in housing management for some time.

"Once public housing is established widely enough, and 'job mortality' assumes definitely predictable proportions, there is no doubt that private schools will gladly seize the opportunity to offer courses leading to professional degrees, but that time has not arrived."

The author points out that while systematic instruction in public housing management has been conducted in Europe for many years, the first training in this field available in the United States was that offered in a training school held in 1935 by the National Association of Housing Officials and the Housing Division of the Public Works Administration. During the past year a course of 20 management lectures and field trips has been offered by New York University, primarily for persons seeking preparation for civil service examinations in housing management.

With the growth of large-scale public housing in this country, the author points out, housing managers must develop their own methods. The problems of tenant selection, failure to pay rent, etc., have been met by rules and statutes in private housing, but such rules would defeat the purpose of a public housing program. Few of the European housing management practices can be adapted to the United States without extensive modification, he said.

Safety Education Becomes Function Of State ^{Taxation} Motor Vehicle Departments

Motor vehicle departments are making a place for themselves in the general campaign for traffic safety, the Federation of Tax Administrators noted today. Appearing first as tax collectors only, these state agencies gradually have been assigned such duties as examining for drivers' licenses, suspending and revoking licenses of drunken and reckless drivers, and enforcing financial responsibility laws.

In 15 states automobile owners buy their license tags from state departments of finance and taxation. In 14 states they are issued by the secretary of state; in eight states by a separate motor vehicle department, and in eight other states by the highway department. The remaining three states have a different office issuing licenses in each: the department of law enforcement, the warden of the state penitentiary, and the department of licenses. In 41 states these administrative agencies are authorized to hold hearings to decide whether a violator's license shall be revoked, and in 11 states they prescribe regulations for enforcement of motor vehicle laws. Many state motor vehicle administrative agencies issue books of rules of the road and participate otherwise in safety education.

Before 1909, when few cars covered the roads, the license fees charged motorists hardly bore the cost of registration, the F.T.A. points out in its current "Tax Administrators' News." As costs for policing and controlling increased traffic mounted, and motorists demanded better highways, revenue-producing motor vehicle laws became the rule.

While far from agreed upon the licensing charge, the states have made some attempt individually to equalize various motor vehicle taxes. A state with a high gasoline tax, for example, will likely have a low license fee. A number of states have license fees in lieu of property taxes, while states that list and appraise motor vehicles for personal property taxes show a comparatively low gas and license tax.

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Conference
Secretaries Of State To Convene At Louisville, June 21-24

Announcement of the twenty-first annual conference of the National Association of Secretaries of State to be held at Louisville, Ky., June 21 to 24, was made today by the Council of State Governments. Secretaries of state from most of the 48 states are expected to attend.

The conference will hear reports of its committees which have investigated mutual problems of secretary of states' offices during the year, and will hold round table discussions on many of the questions. One of the topics which will come up for consideration is that of uniformity in election procedure among the states, including standardization of ballot forms. At present the variations in election procedure include wide differences in registration, arrangement of names on the ballot, absentee voting, provisions for secrecy of the ballot, and restriction of illegal voting.

Other problems scheduled for consideration include improvement of state publications. The conference will consider methods of establishing standards of contents and greater uniformity in makeup for all the state publications, after receiving the report of Edward J. Hughes, Secretary of State of Illinois, chairman of the publications committee. Such questions as uniform trade mark registration and simplified office procedure will also be considered.

Governor A. B. Chandler of Kentucky will address a dinner meeting of the conference June 22. Dwight H. Brown, Secretary of State of Missouri, and president of the Association will open the meeting. Other speakers who will appear on the program include: Secretaries of State Charles D. Arnett, Kentucky; Robert Gray, Florida; Edward Clark, Texas; John Wilson, Georgia; Frederic W. Cook, Massachusetts; and Mike Holm, Minnesota.

Police-Selection

Three Cities Use Lie Detector Tests On Applicants For Police Jobs

Use of the lie detector in personnel administration, including appointments to the police departments in at least three cities, was reported today by the Civil Service Assembly of the United States and Canada.

East Cleveland, O., Evanston, Ill., and Wichita, Kan., have made lie detector tests a prerequisite to appointments in their police departments. In all three cities only those candidates who have qualified in previous intelligence and adaptability examinations are given the lie detector tests.

The lie detector is also being used by the personnel departments of a number of large banks and insurance companies throughout the country. In Evanston, where the lie detector tests for police were recently put into effect, officials said that no applicants had been definitely disqualified on the basis of the examinations. They asserted that the tests have proved "very helpful," in discovering pertinent information regarding several of the candidates.

The Evanston police department also gives its police department candidates an extensive automobile driving test.

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Cities Use "Candid" Camera To Aid Tax Assessment methods

Seattle, Wash. is among the cities recently making aerial photographs and miniature pictures of buildings in the construction of accurate property identification charts for use by assessors, the International City Managers' Association reported today. The photographic record, compiled with the assistance of the Works Progress Administration, shows property which has never appeared on the assessment rolls in addition to producing a more accurate chart for identification.

Similar projects have recently been completed or are under way in Toledo, O.; Richmond, Va.; Grand Rapids, Mich.; Bangor, Me.; Tampa, Fla.; Providence, R.I.; Amsterdam and Mamaroneck, N.Y.; and Henrico County, Va.

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Constitutional Revisions Ready For Voters Of Two States

Constitutional revision

Social welfare, election procedure, industrial relations and new taxation are covered among the proposals for constitutional revision that voters of New Hampshire and New York will decide next November following action by 1938 constitutional conventions, the Council of State Governments noted today. At the same time Illinois voters may be called upon to decide whether a convention should be held under a proposal now before a special legislative session.

The two eastern states this year held their first constitutional conventions in more than twenty years. New Hampshire's meeting has just concluded with the following set of proposals: (1) To permit absentee voting for all officials and on all questions submitted at the biennial elections; (2) to strike out the word "male," which has remained in the voting qualifications since woman suffrage was approved, and to authorize legislative re-definition of the term "pauper" in the same article of enfranchisement; (3) to prohibit the use of gasoline taxes and road tolls for other than highway purposes; (4) to decide on a sales tax, graduated income and inheritance taxes, and taxes on growing wood and timber, stock-in-trade and machinery.

New York's convention, in session since April 5, already has heard proposals for nearly 700 constitutional revisions, one-seventh of which will reach the people's vote if the pattern of the 1915 convention prevails. Subjects under debate include: reapportionment of the legislature; increased home rule for cities; various provisions for financing low-cost housing; limiting of gasoline and motor vehicle taxes for exclusive use of roads; increase in unemployment insurance, to be borne by the state; health insurance; repeal of anti-gambling ban; industrial relations, and civil liberties measures.

This is New York's eighth constitutional convention, and New Hampshire's twelfth. Illinois' last convention was held in 1919. Proposals of the last conventions in all three states failed of adoption. In Illinois and New York, a majority of voters is required to approve constitutional revisions; in New Hampshire a two-thirds vote.

Changing constitutions by conventions has been a slow procedure. Of 185 conventions recorded, 128 have had their recommendations adopted; 27 have been partly successful, and 30 have failed entirely. All states except New Hampshire have made provision allowing the legislature to propose constitutional amendments (in some states only at definite intervals), and 14 states permit proposals by initiative petition.

Zoning Ordin.

Cities Use Zoning Laws To Provide Off-Street Auto And Truck Parking

Use of city zoning laws to accomplish specific measures such as providing parking space for automobiles and regulation of trailer camps was cited today by the American Society of Planning Officials. The planning group also reported recent zoning law revisions in which cities are attempting to limit the amount of land that can be used for commercial and industrial purposes to about the same area already in use.

Los Angeles, Calif. and Bronxville, N.Y. zoning ordinances provide off-street parking by requiring owners of residences and apartment buildings to build garages for all families occupying such buildings. The Bronxville ordinance offers property owners the alternative of constructing a paved private yard for parking purposes.

In Denver, zoning laws require owners of buildings in the business district to provide loading and unloading space for trucks at the rear of these buildings. Many cities, including Miami, Fla. and Detroit, Mich., make definite provisions for the use of automobile trailers within their boundaries, both as permanent and temporary dwellings.

Several other cities, the Society found, are revising their zoning laws to provide a "rational" land use. Racine, Wis. restricts the area which can be used for commercial purposes to 4 1/2 per cent, and that for industrial use to 8 1/2 per cent of the total city area. Commercial buildings now occupy 3 per cent, and industrial plants 5 per cent, of the city. Portland, Ore. is also revising its zoning law, which now provides that 20 per cent of the city be used exclusively for single-family dwellings. Single-family houses already occupy more than 50 per cent of the city area.

Other zoning problems for both urban and rural districts will be discussed at the National Conference on Planning to be held at Minneapolis, Minn., June 20 to 22 under the auspices of the American City Planning Institute, the American Planning and Civic Association and the American Society of Planning Officials.

Taxation - Ad

Tax Administrators To Hold National Conference In Chicago, June 27-28

Tax administrators from all over the nation will meet in Chicago June 27 and 28 to exchange information and discuss new methods at a conference under the auspices of the National Association of Tax Administrators.

Discussions, mainly under the leadership of state tax commissioners and officials, will include such questions as administering relief taxes, checking tax delinquents, handling the flow of tax returns and accounts, new and special auditing procedures, centralized and district tax offices, and methods of enforcement of difficult cases.

Governor M. Clifford Townsend of Indiana will address the conference on Tuesday evening, June 28. Members of the conference will also discuss methods of exchanging information with other government agencies and with administrators of other states as a means of halting tax avoidance. Discussion of methods of administering some of the newer forms of so-called emergency taxes such as sales, business, utility and use taxes is also expected to occupy considerable attention of the officials.

Among the speakers already scheduled on the conference program are J. H. Thayer Martin, New Jersey State Tax Commissioner, and President of the Association; C. C. Brown, Oklahoma State Tax Commissioner; Henry F. Long, Commissioner of Corporations and Taxation, Massachusetts; A. J. Maxwell, Commissioner of Revenue, North Carolina; Joseph D. McGoldrick, New York City Comptroller; Clarence A. Jackson, Director of Gross Income Tax Division, Indiana; Forrest Smith, State Auditor, Missouri; Ernest K. James, West Virginia State Tax Commissioner; Irwin Arnovitz, Utah State Tax Commissioner; Leo J. Wegman, State Auditor, Iowa.

Also James W. Martin, Commissioner of Revenue, Kentucky; S. L. Nudelman, Chairman, Illinois State Tax Commission; William H. Hackett, Connecticut State Tax Commissioner; A. H. Stone, Chairman, Mississippi State Tax Commission; Dixwell L. Pierce, Secretary, California State Board of Equalization; I. H. Krekstein, Secretary, Department of Revenue, Pennsylvania; and Ward J. Oates, Director, Service Division, Kentucky Department of Revenue.

The National Association of Tax Administrators is a constituent organization of the Federation of Tax Administrators.

Public welfare - Adm.

Most States To Face Welfare Financing Problem; 16 May Reorganize Administration

The problem of financing all types of public welfare expenditures, with general relief for which state and local governments appropriated between \$400,000,000 and \$500,000,000 in 1937 heading the list, will command the attention of legislatures in virtually every state during the next year, the American Public Welfare Association said today. With 44 states scheduled to hold regular legislative sessions in 1939, the Association found that fiscal problems in connection with public welfare are likely to receive consideration in all those states.

"Although welfare financing has been on a so-called emergency basis for the last five years with the huge appropriation met for the most part by emergency taxes, it is now recognized as a long-time problem to be met on a permanent basis," the Association said. The most recent trend in financing welfare outlays places increasing responsibility on state governments, the Association pointed out. The ability of states to raise the necessary funds by using their broad taxing powers is given as the reason for this trend.

With increased recognition of public welfare as a permanent problem financially and administratively, states generally are overhauling their welfare organizations with a view toward greater efficiency, according to the Association. It was found that 30 states passed legislation providing for some form of reorganization in 1937 and 1938, and that at least 16 others will consider legislation for reorganization next year. States in which the legislatures are expected to consider proposals for internal reorganization of their welfare systems, according to the Association, are California, Connecticut, Delaware, Illinois, Iowa, Kansas, Michigan, Nebraska, New Hampshire, Ohio, Oregon, Rhode Island, South Dakota, Texas, Virginia, and Wisconsin.

Extensive studies which will offer definite proposals to the legislatures have been completed or are under way in Connecticut, Delaware, Illinois, Texas, Wisconsin, District of Columbia, and Michigan. The Michigan reorganization proposal will be submitted to a referendum in November, 1938.

Crime Prevention Methods Suggested In Course For Police

Training - Police

Crime prevention methods centering on juvenile delinquency are offered to police officers and other public officials in a correspondence course in police administration by the International City Managers' Association.

The course is the sixth in a series prepared by the Association's Institute for Training In Municipal Administration. These courses are not designed to prepare inexperienced persons for public service, but to bring active public officials up to date on accepted administrative methods. More than 260 "students," 227 of whom are public officials, are enrolled.

Although the study recognizes crime prevention and juvenile delinquency as community problems, it points out that police who are on duty every hour of the day are the most important factors in solving them. It emphasizes, however, that cooperation among police, schools, welfare and health agencies in addition to such character building organizations as churches, Boy Scout agencies and the Y.M.C.A. are indispensable in an effective crime prevention program.

It is asserted that 2 per cent of all children are problem cases, that 80 per cent of problem children become juvenile delinquents, and 80 per cent of the delinquent group become criminals. Hence, the crime prevention program resolves into finding problem children and directing them to correction agencies.

"Detention of juvenile delinquents may be harmful," it continues, "not only because of the feeling of resentment and antagonism which it may create, but because of the influence upon younger persons of habitual law breakers. Juveniles who come before the police should be released to parents whenever it is practical and possible."

While the study points out that although such crime-producing factors as racial differences and dense population are common in large cities, problems of improper home conditions, economic want, physical handicaps and psychological maladjustments, are common to all localities.

The course suggests the employment of policewomen as inspectors of dance halls, skating rinks, hotels, and for service in adjusting domestic relations, and work with girls and young children. It provides for thorough use records of juvenile courts, school truancy, courts of domestic relations and health departments in crime prevention work.

Assessors Broadcast To Taxpayers

To citizens of Louisville, Ky., Aberdeen, S.D. and several other cities, assessment time means a radio chat by the local assessor on what to expect and how to cooperate when representatives of his office ring the doorbell. Assessors of these cities find this a successful way to inform taxpayers of assessing procedures and to instruct them in their own rights and duties, the National Association of Assessing Officers reported today.

Louisville Assessor John Kesselring says his city thus has increased returns and reduced arbitrary assessments. Among other cities that make use of the radio for assessment education are: Atlanta, Ga.; Chicago, Ill.; Detroit, Mich., and Toledo, Ohio.

* * * *Personnel, Public - Efficiency records*
Sacramento City Employees Rate Own Worth On Public Jobs

Public employees now rate their own efficiency on the job in Sacramento, Calif., reports the Civil Service Assembly of the United States and Canada. With approval of department heads, efficiency rating forms go first to employees, who give themselves the critical eye and put down their idea of a fair rating. Then supervisors fill in the forms, and the department head makes his final rating.

Purposes of the extraordinary system, according to the "Civil Service Assembly News Letter," are: to bring to the attention of the employee the fact that he is being rated, and to encourage him in self-analysis; to give the superior officer opportunity to find out the kind of work the employee feels he is doing; and to give the department head the employee's viewpoint as well as the supervisor's.

* * * *Motor vehicles - tax*
Parking Meters Not "Slot Machines," Court Rulings Indicate

Parking meters cannot be classed as slot machines under the laws of Virginia or Arizona, according to recent decisions by courts in those states, the International City Managers' Association reported today. A Norfolk, Va. municipal court ruled that parking meters are exempt from taxes on mechanical games and devices. The Arizona state supreme court's decision that automatic phonographs are not subject to a state tax also carried the opinion that parking meters cannot be taxed as slot machines or mechanical games in that state.

Financing Assured, Remaining Cities Look Forward To Joining Housing Program

With the bond quota for the United States Housing Authority increased to \$800,000,000 in the Congressional relief bill, the magnitude of the public housing program for this year is definitely established, the National Association of Housing Officials said today. Cities in those 15 states not yet equipped by law to participate in the program only await the passage of state enabling legislation in current special sessions or the regular biennial sessions scheduled for early in 1939.

Under provisions of the program such legislation is required to empower the cities to set up local housing authorities authorized to build, manage and operate projects. Each city is expected to secure 10 per cent of the capital cost from non-federal sources and contribute a minimum of 20 per cent of the annual subsidy of any housing projects, the federal government supplying the rest.

The 15 states still lacking the necessary enabling laws are: Arizona, Idaho, Iowa, Kansas, Maine, Minnesota, Missouri, Nevada, New Hampshire, New Mexico, Oklahoma, South Dakota, Utah, Washington and Wyoming.

United States Housing Authority contracts for loans to local authorities passed the \$100,000,000 mark the first of this month. These loans and supplementary subsidy contracts bring the local housing authorities with approved contracts to 17. Recent earmarkings of funds raise the total of allocations to date to \$357,784,000 for 95 authorities in 23 states and Hawaii.

States with enabling legislation which so far have no municipal projects under the U.S.H.A. program (although all but four them have former P.W.A. projects and other low-cost housing) are: Arkansas, California, Colorado, Connecticut, Delaware, Illinois, Indiana, Massachusetts, Mississippi, Montana, Nebraska, New Jersey, North Carolina, North Dakota, Oregon, Rhode Island, Tennessee, Virginia, Vermont, West Virginia and Wisconsin.

Three of these states--Illinois, Massachusetts and Montana--have found their laws unsatisfactory for U.S.H.A. loan provisions, but Illinois and Massachusetts in current sessions are considering the necessary change. In California, where cities were delayed by absence of legislation, Los Angeles City, Los Angeles County, San Francisco City and County, and Oakland have set up municipal housing authorities since the first of the year.

The eight most recent U.S.H.A. contracts have been signed with Allentown and Pittsburgh, Pa., Baltimore, Md., Birmingham, Ala., Buffalo, N.Y., Cleveland and Columbus, O. and Detroit, Mich. Contracts previously had been signed with Jacksonville, Fla., Augusta, Ga., Louisville, Ky., New Orleans, La., New York City, Syracuse, N.Y., Youngstown, O., Charleston, S.C. and Austin, Tex. With these new projects, the total number of large-scale, limited-rent housing projects listed is more than 200, including those privately and publicly owned. Together they can accommodate over 90,000 families.

and To Joining Housing Program

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States which have joined the program are: Alaska, New Hampshire, New Mexico, Oklahoma, Maine, Minnesota, Missouri, Nevada, New Hampshire, New Mexico, Oklahoma, South Dakota, Utah, Washington and Wyoming.

Other states which have announced their intention to join are: Arizona, California, Colorado, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Montana, Nebraska, New Jersey, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming.

Washington for U.S.H.A. four provisions, but 11 provisions and amendments in common are considering the necessary changes. In California, where cities have already begun to submit applications for federal aid, the program is being studied in detail. The program is being studied in detail in California, where cities have already begun to submit applications for federal aid.

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Fireworks Control Again To Face July 4th Test

Fireworks control by law will soon meet another test when the 24 states and 500 cities having a variety of fireworks regulations prepare to observe July Fourth, the American Municipal Association said today. Administration of these laws has been difficult in the past because few states have complete and stringent regulations, while enforcement in most cities is ineffectual because of fireworks bootlegging from outside local boundaries and across state lines.

The most exacting state laws, prohibiting either sale or use of fireworks (except under licensed public supervision), are found in Iowa, New Jersey and Michigan. Kentucky and Wisconsin virtually prohibit the retail sale of fireworks and restrictive regulations are found in Arkansas, Connecticut, Illinois, Indiana, Kansas, Louisiana, Maine, Massachusetts, Minnesota, Nebraska, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee and Vermont.

Many of the ordinances in the more than 500 cities regulating fireworks merely limit their use and sale to the period between July 1 and July 4 or thereabouts. As a variation, Albany, N.Y. has called into service its anti-noise ordinance as well as the ban on sale of firecrackers to help make Independence Day safe.

New Jersey, experiencing first use of a strengthened state law, points to its last July Fourth as a demonstration of the safety aspects of fireworks control. The state reported 72 injuries after the 1937 holiday, compared with 927 in 1936. Neighbor Pennsylvania, with 2.4 times the population, had 991 fireworks injuries in 1937.

Some of the laws pointed to as most successfully enforced define carefully the variety of fireworks; sanction community displays regulated by the state fire marshal and local police and fire chiefs; specify wind conditions governing displays, and recommend fire prevention measures.

Standardized Appraisals Rise Among States With Motor Car Taxes

A trend toward standardization of appraisal techniques among the 30 states which still levy property taxes against motor cars is noted by the National Association of Assessing Officers, in connection with a study just completed.

The movement toward standardized appraisal, which assures like treatment for every car owner on the tax assessment, has gained force within the last year or two, with at least seven states adopting the practice. These states include Arkansas, Georgia, Montana and Washington, where assessors are using standard appraisals for the first time this year; and Colorado, Connecticut and Mississippi, where the practice went into effect in 1937.

Montana's first experience with standardization is reported to have increased the assessed valuation of vehicles by approximately one-third.

The "standardizing" assessors use two methods for appraising motor vehicles. They base the appraisal either on cost, with allowance for depreciation according to standard depreciation schedules; or write the assessment on the car's market value as reported in commercial guides or in standard schedules proposed by state associations of assessors or state tax commissions.

Depreciation schedules are based upon age, mileage or both. Although methods of measuring depreciation vary from state to state, a uniform procedure has been generally adopted throughout the state in Maryland and Montana, and is required by law in Colorado, Massachusetts, Maine, New Hampshire and Wyoming. Most of these states assess vehicles at less than cost even when they are in their first year of service.

Standardized market value appraisal is used generally in California, Georgia, Nebraska, Utah and several other states. Elsewhere many local assessors have adopted standardized systems, but no state-wide uniformity exists.

The 30 states with property taxes on automobiles include: Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Georgia, Illinois, Indiana, Kansas, Kentucky, Maine, Maryland, Massachusetts, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, North Carolina, Rhode Island, South Carolina, Tennessee, Texas, Utah, Virginia, Washington, West Virginia, Wyoming.

The movement toward standardized appraisal, which assumes like treatment for every owner on the tax assessment, has gained force within the last year or two, when it has been found that the present method of appraisal is not only unfair but also inefficient. The movement is now being carried on by the various state legislatures, and it is hoped that it will result in a more uniform and equitable system of taxation.

The "standardizing" assessors use two methods for appraising motor vehicles. One is to base the appraisal either on cost, with allowance for depreciation according to standard depreciation schedules; or write the assessment on the car's market value as shown by the latest issue of the Automobile Blue Book.

of assessors or state tax commissions. The latter method is more uniform and equitable than the former, and it is hoped that it will result in a more uniform and equitable system of taxation.

adopted throughout the state in Maryland and Montana, and is required by law in many other states. Elsewhere many local assessors have adopted the same method, but no state-wide uniformity exists.

"Death" Taxes Comprise 6 Per Cent Of Federal, 4 Per Cent Of State Tax Revenue

Inheritance, estate and gift taxes, the so-called "death" taxes, contributed nearly 6 per cent of the total federal tax revenue and an estimated 4 per cent of state tax revenues in 1937, the Federation of Tax Administrators today reported. The taxes last year yielded an estimated \$109,500,000 to state treasuries and \$305,547,766 to the federal government. The study shows that every state except Nevada collects some form of these taxes.

While the first federal taxes on legacies, imposed by stamp duties, date back to 1798, estate taxes did not become a permanent part of the federal revenue system until 1916. The federal gift tax law, designed to prevent evasion of inheritance taxes through gifts before death, was first enacted in 1924. It was repealed in 1926 and reenacted in 1932.

Pennsylvania became the first state to collect a death tax in 1820. Only four states added this tax to their revenue systems before 1865 and 32 started collections after 1900. Like most other state taxes, the scope of the tax, the rate and administration vary widely among the states, the study shows. For example, 25 states have both inheritance and estate tax laws, 10 have estate taxes only, 6 have inheritance only, and 6 inheritance and gift.

Tax commissions, revenue departments or commissioners of revenue administer the taxes in 32 states, while in the remaining states the administration is in the hands of the attorney general, state treasurer, comptroller or a local agency.

Annual state death tax revenue increased \$15,000,000 after 1924 when the federal government passed a law allowing taxpayers to deduct from their federal tax bills as much as 80 per cent of the amount of such taxes paid to states. Many states passed their first death tax laws or changed their rates following enactment of the federal statute in order to obtain a substantial portion of the money which would otherwise be turned over to the federal government.

A few states share their death revenues with local or county governments, the report shows. In Minnesota, 90 per cent goes to the state and 10 per cent to the counties, in South Dakota the counties take 65 per cent, and in Montana school districts receive 25 per cent.

Welfare Administrators To Meet June 28 In Seattle

Administrative problems arising from expanded public welfare programs will occupy sessions of the American Public Welfare Association in annual conference at Seattle, Wash. June 28-July 1. The conference, Association headquarters announced today, will be held in connection with the National Conference of Social Work.

Foremost among topics of discussion will be the relationship between unemployment compensation and relief from national and state viewpoints; responsibility for care of the transient; and public medical care. The session on medical care will hear a report by a special A.P.W.A. committee dealing with the administrative set-up for tax-supported medical service, eligibility for tax-supported medical care, and physicians' service.

Speakers and discussion leaders listed on the program include:

Lewis B. Schwellenbach, U.S. Senator from Washington, whose topic will be "Strengthening the Public Welfare Service through Federal, State and Local Participation;" Jerry Voorhis, Congressman from California; Aubrey Williams, deputy administrator, Works Progress Administration; Dr. Ellen C. Potter, director of medicine, Department of Institutions and Agencies, New Jersey; and Philip D. Flanner, director, State Public Welfare Department, Madison, Wis.

Charles F. Ernst, director, State Department of Social Security, Olympia, Wash., is president of the American Public Welfare Association, which numbers in its membership approximately 3,000 officials and other persons engaged in administrative and technical work in the public welfare field.

Interstate Action Advised To Aid Motorists

Interstate cooperation in highway control is proposed as a solution to the heterogeneous motor laws that annoy and endanger the cross-country traveler, by Ray Ingels, Director of Motor Vehicles for California, reporting to the Council of State Governments.

"The cross-country motorist is right when he complains of the confusion among state motor vehicle laws," Mr. Ingels said. "A New Yorker on his way to California drives through 11 states, and in only two adjoining states are speed limits the same. In eight states with fixed speed limits the differential amounts to as much as 15 miles per hour. In one there is no speed limit and in two it is fixed as 'reasonable.'"

Headlights and spotlights present similar confusion, the report points out. In one state every motorist dims his lights within 500 feet of an approaching car. Other states have no compulsory dimming. The motorist may also be arrested for using a spotlight in some states while in others spotlights are used indiscriminately to the point of being a hazard.

The suggestions for interstate cooperation on motor vehicle laws are made in a forthcoming issue of "State Government," monthly magazine of the Council of State Governments.

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29 States Now Exempt Housing Authority Property From Taxes

Through a decision of the state supreme court, Alabama has joined the list of 28 states that grant tax exemption on properties owned by housing authorities, the National Association of Assessing Officers reported today. Only three of the 33 states with low-rent housing authority enabling acts now fail to permit this exemption, which has been a frequent subject for legislation and court decision.

To encourage private building New York and Wisconsin several years ago gave local governments authority to exempt new dwellings, if completed within a given period. New York City permits exemption on limited dividend projects erected before 1937 for a 20-year period. A third type of exemption is in connection with federal Public Works Administration housing projects, under which P.W.A. agreed to pay a service charge in lieu of taxation.

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JOINT REFERENCE
LIBRARY JUN 24 1938

Nation-Wide Mosquito Campaign Complicated By Heavy Spring Rains

Man's battle with the mosquito, an annual if not a continuous fight in communities throughout the nation, may find the mosquito on the winning end unless thorough measures are taken during the next few weeks, the American Public Works Association said today.

Unusually heavy rainfall over most of the country this spring has created new marsh lands and spread mosquito breeding grounds over larger areas than usual, the Association pointed out. Thus, communities hoping to eradicate the mosquito must wage their battle on a wider front.

Most successful anti-mosquito campaigns have been waged by groups of cities and towns, the Association asserted. In New York, New Jersey and Illinois, for example, state laws permit communities to form district or regional mosquito-abatement corporations with clearly defined legal authority to enter private property for the purpose of eliminating mosquito breeding spots. Such authority is regarded as essential since effective control measures depend on thorough coverage of an entire area.

Motorized and manually operated oil sprays are being used on Long Island, N.Y. and by cities along the New Jersey coast, in addition to large-scale drainage and "ditching" projects. The Long Island region recently received an appropriation of \$2,540,000 from the Works Progress Administration for mosquito abatement. Whenever possible the drainage ditches and pools are stocked with fish, natural enemies of the mosquito.

In the Long Island region field workers finding new broods of mosquitoes set traps to collect them. From these collections the various species of mosquito are determined, and from this information the types of breeding places are known and can be more readily located. Similar campaigns have been carried on for long periods along the Atlantic seaboard, particularly in Massachusetts and Maryland.

Many cities spread oil on stagnant pools and catch basins in their campaigns against mosquitoes within the metropolitan district, while others use street flushers to spread an oil solution over low lands accessible from streets or highways.

Sanitary engineers recently mapped the common mosquito breeding spots for the entire Chicago area, preparatory to waging an abatement campaign over several counties. The American Public Works Association declared that any effective anti-mosquito campaigns for a particular region must be carried on over an extensive area because the mosquito flights of 10 miles are common. Flights of 15 miles are recorded.

Assessment methods

Trend Toward Reducing 23,000 Assessment Districts Noted In Survey

Although assessment of property from which state and local governments annually receive about \$4,500,000,000 in tax revenue is now being carried on in approximately 23,000 assessment districts, a trend toward reducing the number of these districts through consolidation was noted today by a committee of the National Association of Assessing Officers.

The Association's committee on assessment organization and personnel, in the first survey ever to include a count of assessment districts, reported that Minnesota had abolished more than 70 small township districts where the assessed valuation totaled less than \$50,000, while Washington eliminated 73 assessment districts last year. New York, Maine and Vermont also enlarged some districts by consolidation.

Of the 23,000 districts, however, more than 20,000 are too small to provide full-time employment for an assessor and an assistant. "These districts generally suffer from relatively poor assessment at a relatively high cost of assessed valuation," the report stated. It was suggested that no districts be less than 10,000 population and have less than \$10,000,000 assessed valuation.

Three states having no assessment districts smaller than the minimum which the committee believes necessary for economical operation are Alabama, Delaware and Ohio. A large percentage of the assessment districts in the south and far west meet the suggested population minimum, but most eastern and mid-western states are divided into smaller units, the survey shows. Minnesota, for example, has 2,635 assessment districts, 2,601 of which have less than 10,000 population. Similar units prevail in neighboring states, Iowa having 2,548; South Dakota, 1,502; Illinois, 1,340; and Wisconsin, 1,758.

Present property assessment is made in an average of one district for each 5,345 persons, the number varying by states from one district for each 364 persons in North Dakota to one for each 97,884 in California.

Tobacco Tax Yield On Increase

With New York City's cigarette tax just two months old and other jurisdictions considering this source of revenue, the rising significance of tobacco taxes was noted today by the Federation of Tax Administrators. The 1937 yield of this tax to the federal government was \$552,254,145, and to the states it brought an estimated \$51,060,000.

Only the federal government and four of the 21 states having tobacco taxes go all the way in taxing tobacco products--cigarettes, cigars, smoking tobacco, chewing tobacco and snuff. These states include Alabama, Arizona, South Carolina and Tennessee. Five other states which tax cigarettes mainly, also tax papers used by smokers who "roll their own."

Although more than half the tobacco tax states put the revenue into their "general fund," several earmark it for new social security and relief demands. Arizona, for example, uses the revenue for social security, welfare and crippled children. Texas uses one-third of it for educational purposes, and the balance for old age assistance.

Tax rates on the standard package of 20 cigarettes vary from 1¢ per pack in New York City and Washington State to 5¢ in Arkansas. Seven of the states and the federal government base the tax upon the weight per thousand cigarettes. In establishing the tax rate, two states--Alabama and Georgia--also take into consideration the length of the cigarette. In other states the base is less complicated. Three states specify the rate per cigarette; five states base it on the retail selling price; and six states and New York City tax by the package.

The 21 tobacco tax states drew revenue in 1937 as follows: Ohio, \$8,255,000; Pennsylvania, \$7,805,779; Texas, \$6,440,615; Louisiana, \$3,663,144 (1936); Alabama, \$3,055,384; Connecticut, \$3,053,517; Tennessee, \$2,849,679; South Carolina, \$2,217,994; Oklahoma, \$2,092,599; Mississippi, \$1,940,272; Georgia, \$1,512,271 (1936); Iowa, \$1,486,694; Kentucky, \$1,313,327; Arkansas, \$1,305,880; Kansas, \$1,071,942; Washington, \$1,051,796; Arizona, \$526,112; South Dakota, \$513,743; North Dakota, \$402,158; Utah, \$284,000 (1936); Vermont, \$217,899 (first six months' revenue from law effective July, 1937.)

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Motor Vehicle - Regulation

1938 Motoring Given New Freedom Under Variety Of Rules, Survey Shows

Motoring Americans en route to their favorite vacation spots will find widened and improved highways and more generous speed limits, but must watch their p's and q's on diversified vehicle regulations, according to information from the Council of State Governments today.

Federal, state and local governments have supplied new four-lane thoroughfares, bridge constructions and road resurfacing and repair during the year, the Council pointed out. To clear the way for vacationing tourists, Minnesota and Wisconsin have restricted week-end and holiday truck traffic. Speed limits have been revised upward in several states and this year tourists may legally travel faster than ever before. No state requires motorists of 1938 to limit their speeds to under 40 miles per hour on the open road.

To insure the responsibility of individual drivers under these new pavement privileges, the states present a variety of rules, the Council reports in its magazine "State Government." In nine of the 25 states permitting any speed that is "prudent and reasonable," the motorist who runs into an accident or other trouble is held accountable if he was exceeding these prima facie speeds: Missouri, 25; Massachusetts, 30; Idaho, Rhode Island, Wyoming, 35; New York, 40; Florida, Oregon, 45; and Nebraska, 50 miles.

Accidents resulting in death or injury must be reported in all but 14 states, in most of them immediately or within 24 hours. All states require drivers to return to the scene of an accident involving them, if death or injury occurred; all but six states make this requirement on property damage also. Penalties for conviction of failure to stop in such cases vary from \$10 to \$5,000 fines and 30 days' to five years' imprisonment, or both. In 31 states an operator's license may be forfeited for this offense.

The motorist's guest has less chance than a few years ago of collecting on injuries received while riding. Twenty-seven states limit such claims to proof of the operator's gross negligence, wilful misconduct or driving while intoxicated. A resident of one state who meets with an accident in another cannot thereby feel safer from responsibility. All but eight states provide for service of process on non-residents, and the administrative agency in 28 states is directed to suspend or revoke the license of any resident driver upon notice of his conviction for any offense against the vehicle laws of another state for which he could be held in his home state.

Traffic signals of a dozen varieties are found to confuse the motorist, who as yet must struggle to interpret a different set in nearly every state. Laws of only two states require traffic signals to conform as nearly as possible to those used by other states. Thirty-eight states specifically provide that local authorities may erect whatever control devices they please.

Public Welfare Admin.

Public Welfare Job Study Indicates Need For Standardization

Wide differences in practice, indicating a need for better personnel procedure and clarified titles and specifications for public welfare positions, were shown today in results of a public welfare job study released by the American Public Welfare Association.

The study, made at the instance of professional schools of social work, the Social Security Board and the U.S. Children's Bureau, covered 14 states and 32 counties as well as certain federal agencies. It disclosed so great a variety in the qualifications laid down for the same jobs as to make generalization "practically impossible." "An even greater range," says the study, "was shown in the description of duties and responsibilities for the same jobs--and this sometimes within the same state."

The survey considered all kinds of public welfare positions, from case workers to supervisors and administrators. Information was gathered and analyzed on the daily tasks of each welfare worker and on the personal qualities and qualifications of these job-holders. From the survey the staff noted:

1. Awareness of the importance of getting qualified people for social workers, but "continued delay in putting good intentions into effect," either because of political interference or shortage of personnel with local residence.
2. Ignorance of effective methods of recruiting, selecting, and evaluating applicants for jobs.
3. Rapid development of merit systems in a number of states.
4. Advantages of better organization, community acceptance and lighter pending case loads in agencies where the staff consisted largely of persons of experience and training in social work.

The surveyors found most of the states and localities in a transition stage, suffering from inadequate integration. Public welfare staffs, also, were "generally inadequate" numerically, and in terms of training and experience, for the excessively heavy assignments. Observations during the study repeatedly revealed the importance of good organizational structure for state and local agencies; of proper administrative integration and coordination of the various programs and their services on state and local levels; constructive state supervision of local agencies; local participation in financing welfare programs; and development by local agencies of standards for personnel and service within the broad general policies prescribed by their states.

Pacific Northwest Faces Economic Re-tailoring To Fit New Settlers

A steady trek of modern pioneers in search of land is confronting the Pacific Northwest with a practical problem in economics, George F. Yantis, regional chairman of the National Resources Committee, reported to the American Society of Planning Officials today.

During the last seven years, about 36,000 farm families have entered the rural communities of Washington, Oregon and Idaho. Although 150,000 farm units can be added to the cultivated area of the region by land reclamation, under the prospective schedule not more than 10,000 new farms will be added in the next five years, Mr. Yantis says. This number is far too small to take care of the new settlers, only 28 per cent of whom to date have found "going farms," and nearly half of whom are endeavoring to subsist on tracts of unimproved land.

To solve this problem of economic support, the Pacific Northwest Regional Planning Commission, which operates for the three states, advocates a land development program to work hand in hand with a program of industrial development. Among suggestions for increasing industrial activity are: expansion of the commercial fertilizer industry; extension of research and experimentation in developing wood and wood products for low-cost housing and other purposes; increasing industrial utilization of surplus, low-grade and waste farm products; and the building up of small community industries to provide supplementary and off-season employment for agriculture and other labor.

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Sound Films Convict Drunken Drivers

Sound motion pictures are gaining acceptance as indisputable "intoxication tests" for police charges of drunken driving, the International Association of Chiefs of Police reported today. Detroit Traffic Court Judge Thomas F. Maher recently admitted sound films as evidence in two drunken driving suspects, one of whom was proved guilty, the other found innocent, on the basis of the films.

Los Angeles police got judicial approval of film use nearly a year ago with the qualification that the judge must be satisfied that the motion pictures reproduce accurately what was said and done and that the confession was made freely. Most of the drivers confronted in court with a visible record of their actions at the time of charge offered little argument.

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Cities Prepare To Regulate Commercial Parking Areas

JUL 7 1938

With commercial parking lots their chief standby for relieving the streets of waiting automobiles, a few cities are writing detailed regulations for operation of parking areas, the International City Managers' Association reported today. Characteristic is the lack of uniformity in the coverage of these ordinances, some of which contain safety or theft-protection provisions only.

Detroit and Flint, Mich., Toledo, O. and Washington, D.C. have been active in licensing and regulating the commercial lots during the past two years. Cities with ordinances pending include Baltimore, Md., Cleveland, O., Grand Rapids, Mich., Louisville, Ky. and St. Paul, Minn.

From ordinances already in force, a composite picture by the I.C.M.A. showed that:

- 1 - The cities exercising the most extensive control require licensing of the lots. Applications for licenses state the maximum number of motor vehicles to be stored on the premises, the schedule of rates, open hours, etc.
- 2 - Many cities utilize planning and zoning ordinances to discourage the fly-by-night and indiscriminate location of lots, and to prevent parking areas from becoming eyesores.
- 3 - Charges for licenses may be by flat rate, area or capacity of lot, by number of employees or gross receipts. The flat rate basis ranges from \$2.00 in Milwaukee to \$75 in Atlantic City and \$100 in Louisville. The most common basis is the capacity of the parking lot, with a range from \$5 to \$200. Detroit requires in addition a \$1.00 license fee from every employee.
- 4 - The cities, generally, require investigation of the prospective operator by the police department or other agency. Several cities demand that operators be bonded.
- 5 - There is generally no control of the amount of rates charged those who park, but it is universal practice to require conspicuous posting of rates as set forth in the license application.
- 6 - Suitable fences, walls or other barriers approved by the city engineer are usually required as safety provisions. Fire protection rulings are also included in most ordinances for both indoor and outdoor parking spaces.

Parking lots might be made more attractive if cities set up standards for smooth surfacing, grading and dust prevention, the report suggested. Among cities which prescribe thus are Detroit, Mich., Rochester, N.Y. and Jacksonville, Ill.

37 States Complete Mechanics For Interstate Cooperation

Awaiting Governor Richard W. Leche's approval of the bill to establish an official commission on interstate cooperation for Louisiana, the Council of State Governments today announced that 37 of the 48 states are now equipped with machinery for solving interstate problems.

Louisiana's passage of the bill in current regular session leaves Texas the only one of the southern states lacking a cooperation commission. California, the other state which set up the machinery this year, did so by resolution in special legislative session, which must be repeated next year to insure permanence of the commission.

The 11 states now without this legal implement for attacking interstate problems are: Arizona, Idaho, Nevada, Utah and Washington in the West; Kansas, Missouri, North Dakota and Texas in the Middle West; and Delaware and Maine on the East Coast. The 37 agencies already set up have been established since 1935, when the Council of State Governments instituted the movement. New Jersey and Colorado were the first two states to take steps to create commissions.

From their inception the interstate commissions have furthered interstate compacts and reciprocal agreements on subjects ranging from flood and river control to highway regulation and fish conservation. In this they are using a device that dates back more than 100 years, when interstate agreements functioned in boundary settlements.

Recent U.S. Supreme Court approval of the La Plata water compact between Colorado and New Mexico re-focused attention on the interstate compact as a modern device for joint action by states to solve their common problems.

Cross-border problems of the two states most recently joining the interstate cooperation movement include shrimp fisheries regulation, cotton production and control, and oil production, in Louisiana; motor vehicle regulation, oil production and transient relief, in California. Other problems lending themselves to interstate solution are liquor and milk regulation; marriage laws; insurance and banking regulation; tobacco control; cattle rustling; labor standards; and control of natural resources.

States Share More Than One Billion Dollars Of Their Taxes With Local Governments

The increasing importance of state administered taxes shared by the states with their local governments is shown today in a study by the Federation of Tax Administrators. It was estimated that local governments last year received more than \$1,000,000,000 from state administered taxes, or more than 25 per cent of the amount which they collected by taxation.

This tax revenue sharing trend has developed since 1900, with state-collected taxes becoming a major source of local revenue only during the past 25 years, the study shows. A quarter of a century ago shared taxes totaled about \$119,000,000 or about 9 per cent of all local taxes. Forty-five states share a part of their revenue with local governments. North Carolina, Vermont, and West Virginia are the only states which do not have locally-shared tax laws.

Although the first tax sharing laws granted local governments only a portion of the state revenues from corporation and inheritance taxes, the demand for highway and street improvements to accommodate increasing automobile traffic opened the way for further sharing. Between 1920 and 1930, 23 states enacted laws providing for the local sharing of gasoline taxes, and 11 passed statutes which provide for sharing part of their motor vehicle license fees.

Among the taxes collected by all the states, gasoline taxes are shared by 30, motor vehicle license fees by 19, and liquor taxes by 18. Of the 34 states collecting state income taxes only Massachusetts, Minnesota, Montana, New Mexico, New York, Oklahoma, Tennessee and Wisconsin share them with local governments, and of the 47 inheritance tax states Connecticut, Idaho, Minnesota, Montana, North Dakota, South Dakota and Michigan share the revenue. State sales taxes are shared by Arizona, Kansas, Michigan, Ohio, Oklahoma and Utah, and tobacco taxes by Kansas and Ohio.

The amount of state taxes reverting to localities varies widely among the states, although most states distribute sizeable portions of their gasoline and liquor tax revenue to local units.

75,000 Federal Employees Take In-Service Training

Approximately 75,000 federal employees are "going to school" to gain better knowledge of their work and to increase their efficiency through training courses arranged by governmental departments, information from a study soon to be published by the Civil Service Assembly of the United States and Canada revealed today. The survey of in-service training for federal employees was made by Earl Brooks of the Personnel Office of the U.S. Department of Labor.

Virtually all of the in-service training plans, which have been set up by 35 agencies, have been developed independently, according to Mr. Brooks. One purpose of the survey is to make information on these plans available to federal officials, and to suggest training methods suitable for possible application to state and local government employees.

The training work originated in one or two departments because of the necessity of educating employees further in specialized fields. The Bureau of Engraving and Printing opened an apprentice school in 1879. The Bureau of Standards' training program in advanced mathematics, physics and chemistry was established in 1907. Since 1918 the Bureau of Internal Revenue has had courses in accounting, auditing and other financial subjects relating to tax procedures. The Social Security Board, one of the newest agencies to establish in-service training, had 3,000 trainees taking technical courses last year.

A large proportion of the courses, according to the report, are of immediate and practical benefit to the government employees. Agents of the Federal Bureau of Investigation, for example, are instructed in methods of detection, use of firearms, and criminal law. Methods of fire-fighting, trail making and logging are among subjects taught forest rangers. Newly appointed foreign service officers, selected after rigid competitive examinations, study trade relations, international law and diplomatic customs and procedure in a school set up by the Department of State. This instruction follows several months' training in consular offices.

Usefulness of the training courses has grown with the increased specialization of many governmental positions, as seen in the advent of such entirely new duties as social security administration and housing project management. Their applicability is wide, trainees enrolling not only from the low-salaried groups but from employees whose annual income may be \$5,000 or more.

Some of the "students" attend school part-time during the day when new information is a "must" for carrying out a hitherto unfamiliar duty. Others study at night, taking one or two courses at a time. In some cases employees qualify for advancement in position through their in-service training.

Personnel, Public - 1

Indiana Offers Model For Welfare Administration To States Lacking Civil Service

Indiana's "voluntary merit system" for welfare agencies, a scientific personnel system operating without a state civil service law, was described today in a report issued by the Public Administration Service of Chicago.

Although Indiana is one of 34 states without state civil service, it has put into effect a merit system which more than meets the requirements of the U.S. Social Security Board for eligibility to receive federal grants for unemployment compensation and other social security administration. The system is administered by a Joint Bureau of Personnel for the state's Unemployment Compensation Division, including the State Employment Service, and state and county departments of public welfare. Joint use of the Bureau is on a completely voluntary and cooperative basis.

Though many of the states have instituted examinations for their incoming social security department employees, the Indiana program includes numerous "in-service" activities and makes its appointments by competitive examination.

The Bureau is headed by a director of personnel who is appointed after a competitive examination by a joint committee composed of the directors of the two departments and a representative of the public at large. He is responsible for integrating the personnel of all three departments.

The Joint Bureau maintains a system of service ratings for use in salary adjustments, promotions, lay-offs and transfers. It promotes and coordinates training of employees after their employment. It maintains a full-time nurse to treat minor ailments of employees during working hours and visit sick employees at home.

Several other states are using certain features of the Indiana personnel system, such as the class specifications for social service, clerical accounting and investigatorial positions, and salary ranges for each of the positions.

Installed by the Public Administration Service following tentative appointment of employees in the three departments in 1936, the system covers more than 2,000 state and county positions in the welfare department, which includes all social security activities aside from unemployment compensation.

In-Service Training Organized For Michigan Assessors

Five governmental agencies are cooperating in a new experiment for the education of assessors in Michigan which is a part of the widening in-service training of municipal and state officials, the National Association of Assessing Officers announced today. Sponsoring a two-day Michigan State Assessors' Institute July 11-12 at the state university are the State Board of Control for Vocational Education, the Michigan Municipal League, the Michigan State Tax Commission, the National Association of Assessing Officers, and the Association's Michigan chapter.

In contrast to frequent training courses held elsewhere in the country for public officials which dwell on the pooling of experiences, this school, by request of the assessors themselves, will deal with the fundamentals of the science. Under present plans, two sessions of the Institute will be held each year, with only one subject considered at each session. From three to four years of this "serial" training will be necessary to cover the range of assessment fundamentals. Lecturers at the Institute are recruited from administrators and educators both within and outside the state.

The assessors' first subject for study will be "Urban Land Valuation."

* * *

Record Number Of Cities Provide Supervised Recreation

A record number of cities are providing supervised recreation, principally in the form of public playgrounds and indoor recreation centers, the International City Managers' Association reported today. A total of 1,280 communities appropriated public funds for supervised recreation last year. Of these 151 had special administrative agencies in charge of recreation, a 22 per cent increase over the previous year.

Surveys of park and recreation facilities were conducted last year by the National Recreation Association in Boston, Baltimore, Chicago, Fort Worth and Philadelphia. Among the outstanding recreation surveys made by individual cities were those of Columbus, O., Duluth, Minn., Des Moines, Ia., Joliet, Ill. and Greenville, S.C.

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REFERENCE JUL 8 1938
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Integrated Planning Seen As Means Of Ending Airport Dilemma Of Cities

Possibilities for integrated local, state and national planning which would enable cities to consider present and future needs in building and operating airports are foreseen in a joint report to be issued by the American Society of Planning Officials and the American Municipal Association.

The report proposes planning as a means of ending the "airport dilemma," which it finds most cities to be facing. Such planning, it states, would make it possible for a city to determine the necessary size and probable future physical needs of its airport for purposes of interstate commerce and national defense. From complete planning information the local government could determine the local needs and the best means of financing them.

City planning commissions are perhaps the best equipped municipal agencies to determine the location, minimum size and other physical requirements of airports, according to the report. The suggested airport plans would take into consideration such factors as private flying, accessibility to central business districts, land costs, zoning and engineering problems.

The state planning boards, which have been established in all but two states, are adapted for coordinating all the city airport plans within the state border. The state boards would also be concerned with developing long-term airport plans with the aid of federal planning agencies. State planning boards have already approached the problem of airport planning in California, Virginia, Illinois, Iowa, Massachusetts, New Jersey, North Dakota, Florida, New Hampshire and Tennessee; and the New England Regional Planning Commission has recently published a regional airways plan for the six New England states.

City and state planning boards would look to the federal government for statement of national air defense plans, coordination of airways with other forms of transportation, and for future developments in air travel.

"Up to this time airports have been constructed more upon a basis of public enthusiasm, local sentiment and pride than upon such factors as their functional position in relation to other forms of transportation, and upon analysis of present and future passenger, mail and commercial transport needs," the report declares.

"The immediate problem for cities is that of financing airport costs." Cities have invested between \$300,000,000 and \$400,000,000 in airports which they are operating generally at a loss. They are faced with the question of spending additional millions for enlargement of airports to accommodate larger and faster planes now building.

A survey of 84 cities operating municipal airports disclosed that 78 stood a total annual operating loss of \$1,039,936 not counting depreciation, principal or interest payments on airport bonds.

San Francisco's Financial Controls Suggested As Guide For Other Cities

Finance and accounting procedures which give the city of San Francisco, Calif. successful management of its purse strings were held out as a guide for other large cities and counties today in a manual published by the Municipal Finance Officers' Association of the United States and Canada.

While other cities wrestle with problems of tax delinquency, unbalanced budgets and costly financing, the combined city and county of San Francisco had only 1.5 per cent tax delinquency at the end of the last fiscal year. Its total tax collections in 1936-1937, including delinquencies, amounted to 100.9 per cent of the year's levy. Bonds issued during the last two fiscal years cost the city an average net interest of only 2.68 per cent.

San Francisco, according to the report, is one of the few public bodies which has reduced finance department instructions to detailed written form, and has clearly defined lines of authority. The present accounting system has been developed since the new charter became effective in 1932. The charter provided for a controller whose duties and powers are specifically stated. This finance officer is appointed by the mayor with the approval of the board of supervisors (the legislative body) and can be removed only by a two-thirds vote of the board.

The controller is held strictly responsible for the condition of San Francisco's pocketbook. He must approve all commitments and expenditures, and is charged with the duty of keeping all expenditures within realized revenues. If current receipts fail to cover cash requirements of some department, the only alternative is a loan from the cash reserve fund provided in the charter. This fund has been built up through delinquent tax collections and now totals more than \$2,800,000.

Unusual among the controller's duties is the requirement that he learn the unit cost of city and county activities to determine whether similar work could be performed more cheaply under private contract. The controller's staff also supervises departmental accounts and audits all officers and employees concerned with the collection, custody and disbursement of funds.

With its strict methods of internal check, the San Francisco accounting system is labeled "preventative" in its design to "assure that all proposed financial transactions are proper, rather than to discover improprieties after they occur."

Although some of the procedures described in the manual are made necessary by specific legal provisions, and other municipalities will have different legal requirements than San Francisco's, it is pointed out that the fundamentals regulating the procedures are subject to wide adaptation by other large cities, counties and school districts.

Committee To Study Model Method Of Reviewing Taxpayers' Appeals

The problem of handling taxpayers' appeals from property assessment will be considered in a forthcoming study on assessment organization and personnel, the National Association of Assessing Officers announced today.

With appeal problems causing serious financial consequences in several states, the committee will attempt to suggest a model method for reviewing assessments. Although the procedure varies considerably among the states most states provide for a review of assessments by a local board, frequently with further appeal to the state tax commissioner. Four states, New York, Delaware, New Hampshire, and Rhode Island, provide no administrative review boards and permit taxpayers to appeal directly to the courts if they are dissatisfied with their assessments.

In New York the present method of review by the courts has caused severe losses to the cities, the Association pointed out. More than 30,000 tax appeal cases were before the courts of New York City early this year. A survey in Schenectady, N.Y. showed that all appeals during the last seven years resulted in a reduction of assessment. In Syracuse, N.Y., where more than 4,000 tax appeal cases were pending last year, most decisions during the last seven years brought reductions of 20 to 40 per cent in tax bills.

The city of Syracuse last year offered appellants in tax cases a flat reduction of 14.6 per cent on their tax bills to dismiss action. Most of the taxpayers accepted the offer, with the result that the city lost approximately \$900,000 in tax reductions. Meanwhile the city is revising its assessment procedure in an attempt to reduce the number of appeals.

Suggestions for the review of assessment appeals made in an earlier study by the Association's Committee on Principles of Assessment Practice include the establishment of a board of review consisting of a "small number," but not fewer than three persons. At present most review boards are made up of county commissioners or city councils acting ex officio. The committee urged that appointment to reviewing boards be made on the basis of qualifications as competent, impartial appraisers.

20 Cities Attack Accident Tolls With Investigation Bureaus

Special police details for investigating automobile crashes are benefiting 20 cities in terms of lowered accident fatalities and improved conviction records, the International Association of Chiefs of Police reported today.

Four of these cities have installed accident investigation bureaus since January 1 with aid of the I.A.C.P. Traffic Safety Division. The bureaus check causes of all traffic accidents, fix their just blame and carry charges through to conviction where necessary. The total list includes:

Evanston, Ill., Syracuse, N.Y., Louisville, Ky., Bridgeport and New Haven, Conn., which have bureaus of several years' standing; South Bend, Ind., Cincinnati, Columbus and Dayton, O.; Greenwich, Hartford and Waterbury, Conn.; Saginaw and Detroit, Mich.; Miami, Fla.; Atlanta, Ga.; Oakland, Calif.; and Chattanooga, Tenn. Installations are under way in Cleveland, O. and for the Indiana State Police. They will take place later this year in Des Moines, Ia. and Knoxville, Tenn. Los Angeles, Long Beach, Calif. and Gary, Ind. are considering establishing the bureaus.

When Detroit's accident investigation bureau went into action in May, 1937, fatal accidents had been on the increase for the year previous. The latter half of 1937 showed a decrease of 51 compared with 1936 accident figures for the same period. Auto accident injuries from January 1 to May 21, 1937, had been 963 more than during the same period in 1936; from May 22 to December 31, they were 706 fewer. For the first months of 1938 the rate of decrease amounted to 55 per cent, with a continuing record of three out of four hit-and-run drivers brought to justice. The Detroit Accident Investigation Bureau is made up of nearly 200 officers trained in the new methods of handling accident investigations. It is now working with Detroit's newly established traffic engineering department.

Greenwich, Conn. showed a similarly encouraging record following installation of its accident investigation bureau. In the 12 months preceding the bureau's establishment the record showed 18 fatal accidents; in the 12 months following only six.

Tax

Need For Greater Uniformity, Reciprocity In Tax Laws Cited By Tax Commissioner

Need for injecting principles of uniformity and reciprocity into state tax structures is cited by Herbert L. Mount of the Wisconsin Tax and Interstate Cooperation Commissions, reporting through the Council of State Governments.

"The present cumbersome patchwork of tax laws and regulations throughout the country demonstrates the vital need for a thorough, scientific overhauling of our tax systems," Mr. Mount said. "Adequate standards of uniformity and reciprocity would make it impossible to manipulate merchandise, intangibles and records, and to use legal devices for the purposes of tax evasion and avoidance. Such standards would also facilitate the exchange of important confidential information among the states."

The commissioner declared that "tax evasion is becoming more prevalent. It is no longer considered an offense involving moral turpitude, chiefly because of the general public attitude of tax resistance. This attitude is brought about by inequalities and discrimination existing in unsound legislation and inefficient administration."

Examples of "conflict and confusion" cited by Mr. Mount are taken from several fields of taxation. In the field of corporate income taxes he points out that one corporation operating in Wisconsin and Minnesota is called upon to pay a tax on 160 per cent of its income, while another corporation operating in both states under different circumstances is obligated to pay combined taxes on only 40 per cent of its total income.

The commissioner asserted the state practice of taxing personal property at its full market value as of a given date frequently causes industries to locate in states in which the assessment date is most favorable to their interests. To compete successfully industries must find ways of avoiding personal property tax by having low inventories at the time of assessment. "Manufacturers, as a class, do not object to the payment of fair property taxes," he declared. "What they do object to is the unfair advantage of competitors who profit by unsound methods of assessment in other states."

Mr. Mount's article is published in "State Government," monthly magazine of the Council of State Governments.

Attorney-Generals Give Opposite Opinions On Safe Driving Clause

Two opposite opinions by state attorney-generals on the so-called "safe driving" clause now being incorporated into many automobile insurance contracts were reported today by the National Association of Attorney-Generals.

An opinion by Attorney-General Herbert S. Duffy of Ohio states that the safe driving clause which allows the policy holder a certain deduction from his insurance premium if he has suffered no accidents during the policy year, does not violate the anti-rebate section of the state insurance law. The opinion held that while the safe driving provision constitutes discrimination favoring a particular class, it is not illegal under the anti-rebate clause, since it is clearly set out in the policy.

Attorney-General Frank Patton of New Mexico declared that the safe driving clause in that state, which allows a driver a rebate of a certain percentage of his original premium if he has suffered no accident within 30 days after the period covered in the insurance contract, is illegal under the anti-rebate section of the law. He held that the clause also violates the insurance law because it discriminates between risks of the same hazard.

Attorney-General Patton declared that under the New Mexico law classification of risks must relate to the time the policy is written.

* * *

Tenant Counsellors Perform New Type Of Personnel Service

Development of a new type of personnel work in connection with Chicago's three low-rent public housing projects was reported today by the National Association of Housing Officials. The personnel position is that of tenant counsellor, recently established on the Chicago housing management staffs.

The counsellors stand ready to acquaint new tenants with housing regulations, develop and guide leisure-time programs, and supervise tenant activities sponsored by the management. The counsellors may also offer help on unemployment and domestic difficulties.

Chicago's projects are the first to provide for handling of tenant problems under single advisers. Several private low-rent housing projects have set up similar positions with such titles as "recreation director" or "social director."

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Civil Service Advances For First Half Of '38 Listed

Civil service gains on federal, state and local government fronts during the first half of 1938 were reported today by the Civil Service Assembly of the United States and Canada.

In addition to the more than 100,000 federal positions placed in the classified civil service by President Roosevelt's executive order, several states provided merit systems in their welfare and social security departments and eight cities installed civil service provisions since the turn of the year.

Montana's first trial of the merit system is being made in the state department of Public Welfare and Minnesota's in the Unemployment Compensation division. The Louisiana legislature which just adjourned a special session, amended its compensation act to provide partial civil service for the Unemployment Compensation division and for the state employment service of the Department of Labor. The legislature rejected a civil service proposal for its public welfare and hospital boards.

The eight cities which have installed civil service since January 1, are Lincoln, Neb.; Grand Forks and Minot, N. D.; Miami Beach, Fla.; Alameda, Huntington Park and Taft, Calif.; and Cheyenne, Wyo. These additions bring the total number of local governments using civil service to 851.

Congress during the 1938 session permanently included 14,000 first, second and third class postmasters under civil service, although senate confirmation required for appointments prevents the use of a complete civil service program. Congressional acts also included employees of the wage and hour division of the Department of Labor under the merit system, and provided a \$208,000 grant to the Civil Service Commission for research and other activities. The Commission will study retirement problems and improved civil service testing for recently established positions coming under the new naval program. It was also directed to set up a practical in-service training program for employees in the departmental and field service of the classified civil service.

One Hundred Seventy-One Housing Authorities Operating In 29 States

With 171 county, municipal or metropolitan housing authorities now operating in the United States and its possessions, federal funds totaling nearly \$360,000,000 have been earmarked for 95, the National Association of Housing Officials reported today. Seventeen of the local authorities have signed loan contracts totaling \$110,000,000 with the United States Housing Authority.

Of the 33 states which have passed laws permitting local governments to establish housing authorities, 29 have set up agencies for the development of low-rent housing projects. In all of the 33 states except Illinois and Montana local governments are permitted to grant subsidies in the form of tax exemptions or direct grants to housing organizations. Massachusetts recently amended its state law to permit municipal subsidies, thus enabling its housing authorities to comply with the financial requirements of the United States Housing Act, the law governing the national public housing program.

Indiana heads the list of housing authority states with 20 local organizations. The number of authorities established in other states are: New Jersey, 19; Pennsylvania and Texas, 14; West Virginia, 10; Alabama, New York and Ohio, 9; Florida and Georgia, 8; Massachusetts and Kentucky, 7; Illinois, 6; California, Connecticut and Tennessee, 4; Maryland and South Carolina, 3; Mississippi and Montana, 2; Delaware, Louisiana, Michigan, Nebraska, North Carolina, Vermont, Wisconsin, District of Columbia and Hawaii, 1.

The laws of Michigan and Nebraska permit the establishment of local authorities in only their largest cities, Detroit and Omaha respectively. California, with more than \$50,000,000 set aside for its projects tops all the other states in earmarked funds.

Planning Need Stressed For U. S. Problem Regions *Regional press*

American planning authorities, concerned over the nation's "problem regions" view long range planning programs as the only solution, reports coming into the American Society of Planning Officials showed today. The problem areas in question are the Great Plains Dust Bowl, the Southern Appalachians, the Old Cotton Belt along the south Atlantic seaboard, and the cut-over timber lands of Minnesota, Michigan and Wisconsin.

Planning experts who have studied the areas find the land fails to provide reasonable standards of living for large portions of the population. It is estimated that 4,000,000 persons would have to leave these areas if an adequate standard of living is to be maintained and the land put to economic use. Although it is believed that migration from these areas would be desirable if industry expanded elsewhere sufficiently to provide employment for those who moved to other parts of the country, the present problems accompanying such migration affect the entire nation.

The net population loss in the dust bowl region since 1930 is estimated at about 350,000, with a large portion of the residents moving to Washington and Oregon. Pacific Northwest delegates to the recent National Planning Conference in Minneapolis pointed to a 1936 rural population survey in Oregon which showed that 40 per cent of the persons migrating to that state during the three previous years came from the dust bowl area.

The problem of the southeast is found to be the result of a high birth rate. A recent survey by the National Resources Committee disclosed that this section bears 13 per cent of the nation's children but received only two per cent of the national income. While the population in the highest income producing areas showed an average deficit of 17 per cent in births over deaths, the lowest income area produced 77 per cent more children than would suffice to replace their parents. A large portion of the higher birth rate in the southeast is among the negro population, although white and negro populations for the entire country are now reproducing at about the same rate after allowing for the higher death rate among the negroes.

Planning aspects of the population migration problem include such factors as land reclamation in the dust bowl, land use studies and programs in the south and the cut-over lands of the north. Land-use programs combined with rural zoning in the northern problem region has taken thousands of acres of low-yield farm land out of cultivation and added to the nation's forest resources.

First Nation-Wide Study Shows Needs In Tax-Supported Medical Care

A committee of the American Public Welfare Association today prepared to begin the second part of the first nation-wide study ever made of medical care for the sick poor, after submitting a preliminary report to its executive committee. The preliminary report revealed some of the factors which cause 68 per cent more illness among relief clients than among those with annual incomes of \$3,000 or more. One of its purposes was to observe the administrative set-up in welfare departments dealing with problems of medical care.

Returns from questionnaires to welfare and public health officials in cities and counties of more than 100,000 population and field trips in 17 states by a medical consultant, disclosed in the first report that medical care for the poor is generally inadequate and uneconomical.

Cooperating were more than 20 professional medical organizations including the American Medical Association, American Dental Association and American Hospital Association, the United States Public Health Service and Children's Bureau, and the American Public Health Service. The study proposes, after further inquiry into public medical care problems, to present its final report to a conference in which all the professional groups concerned will be represented. From this conference, the groups may formulate definite recommendations for procedures.

General unmet needs outlined in the report were found to be the result of insufficient medical service or practitioners; poor quality of services or practitioners, and inability to meet the costs of medical care. The administration of public medical care, according to the report, finds division, overlapping and duplication of authority; gaps in responsibility, and lack of professional supervision and standards. It was indicated that representatives of the organized medical professions should participate in the medical care programs.

The committee found that hospital services for the poor are of "poor quality" in certain areas. In one state, the study points out, only two of fourteen county hospitals are approved by the American College of Surgeons and only four are registered with the American Medical Association.

"Although there seems to be a general agreement that physical rehabilitation for relief clients is eminently desirable not only for humanitarian reasons but to save the taxpayers money by putting such persons in physical condition to get and keep jobs, few systematic efforts towards rehabilitation have come to our attention," the committee said.

1 Mun. Finance - C

Municipal Finance Officers To Hold Annual Conference In St. Paul, Aug. 15-18

Problems in municipal finance ranging from budgets to retirement systems, will be discussed in St. Paul, Minn., Aug. 15 to 18 at the 33rd annual conference of the Municipal Finance Officers Association of the United States and Canada.

In addition to some 15 topics for round table discussion, the conference program will include six general sessions featuring talks by outstanding public officials and authorities in the field of municipal finance. Governor Elmer A. Benson of Minnesota and Mayor William H. Fallon of St. Paul will deliver the welcoming addresses. Also appearing at the opening session will be A. C. Meyers, budget director of St. Louis, Mo., and president of the Association.

The conference will pass one entire session discussing a committee report advising finance officers how to balance their municipal activities with available revenues. Another general session will feature a report on "Schools As Part of Government," with suggestions for the financial administration of school systems. Both reports will be made on the basis of extensive studies conducted throughout the last year.

Other topics on the program include: how to get lower interest on municipal bonds; how to develop and carry out long term financial programs; assessment practices; public purchasing; administration of retirement systems, and practical accounting for small cities. Frederick L. Bird, head of the municipal service department of Dun and Bradstreet, will address the conference on the basis for municipal credit.

Among the other prominent speakers on the program are Simeon E. Leland, president of the National Tax Association; Albert W. Noonan, executive director of the National Association of Assessing Officers; Joseph Nicholson, purchasing agent of Milwaukee and president of the National Association of Purchasing Agents; and Professor J. H. Kerwin of the University of Chicago, author of the school administration report.

Cities Seek New Ways To Solve Car Parking Problem

American cities are showing considerable ingenuity in the never-ending search for car-parking facilities, the International City Managers' Association reported today. While some municipalities lease land or buy it outright for municipal parking space, reports to the Association showed that:

Brockton, Mass., Lima, O. and Waukesha, Wis., are using tax-reverted lands.

Saginaw, Mich. converted a former school site and river front area into municipal parking lots and also makes use of space around the city market.

Trenton, N. J. has obtained rent-free, the use of state-owned land for a lot accomodating 690 cars.

Oklahoma City parks cars in its civic center area.

Kansas City, Kans. has started condemnation proceedings under a state enabling act to acquire free parking space for several hundred cars. Ninety per cent of the project's \$200,000 cost will be paid by special assessments against the business property benefit.

* * *

Oregon State Treasurer's Office Aids 20 Cities In Refinancing

Assistance of the Oregon state treasurer's office and state bond commission in rehabilitating the finances of more than 20 cities formerly in default was reported today by the Municipal Finance Officers' Association of the United States and Canada.

With the aid of the two state agencies, cities have used available cash to purchase their bonds in default at a low price, or they have refinanced their debts at more favorable rates. The Association reports constructive refinancing achievements in the Oregon cities of Enterprise, Astoria, Prinville, Newport, Seaside, and Bandon. Besides the cities, 20 school districts have also made use of the refinancing plan.

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Executive Budget and Centralized Purchasing Promote Economy In States

Extension of the executive budget and centralized purchasing and accounting offices to include nearly all states, were ranked by the National Association of State Auditors, Comptrollers and Treasurers today, as two of the most important methods by which states are obtaining greater economy and efficiency in their fiscal administration. The findings are disclosed in the first analysis ever made of the three major state fiscal offices.

The executive budget making the governor responsible for the preparation of a budget in which expenditures balance with available revenue, is now in effect in 44 states, the analysis shows. The states in which a committee or board prepares the budget are Indiana, North Dakota, and South Carolina and Arkansas. Arkansas is the only state in which a legislative agency has complete control over the preparation of the budget.

The governor is made entirely responsible for final budget revisions in 16 states and serves in a dominant position on revision committees in most of the remaining states.

Central purchasing, regarded as one important method of economizing through large scale purchases in addition to focalizing control of expenditures, is provided by 43 states. In the majority of these states a single agency handles requisitions for supplies for operating departments.

In 38 states, the analysis shows, the centralized offices buy supplies for all departments with only a few minor exceptions. The central purchasing office in five other states buys only for such institutions as hospitals and penitentiaries.

Forty-three states have centralized accounting offices which prescribe the accounting forms to be used by the various departments, and many of these offices keep an inventory of all state property. The state auditor or comptroller usually directs such central offices.

and centralized purchasing and distribution

The executive budget making also has been centralized in the hands of the executive branch in which expenditures balance with available revenues, as now is the case.

State in which a legislative agency has complete control over the

Central purchasing, regarded as one important method of controlling expenditures, in addition to fiscal control of expenditures, is now being

Settlement - Lewis

Transient Relief Problem Intensified By Tightening Of Residence Requirements

The present trend among states to tighten their settlement laws requiring longer periods of residence as requisite to eligibility for relief, intensifies the problem of transient aid, the Council of State Governments said today. A 1935 transient survey made under the auspices of the Works Progress Administration estimated that approximately 300,000 persons are ineligible for relief in any state because of residence requirements. Some recent estimates have placed the transient figures higher and some lower than the 1935 survey.

The Council reported that 13 states require from two to four years' residence for relief eligibility, and that nearly all states stipulate or assume that the residence periods must be without the receipt of relief to be credited toward the settlement requirement. The Council's report showed that Alabama, Mississippi and Oklahoma require only six months' residence for state citizenship, but in Mississippi citizenship is lost in the same period.

In Utah, citizenship is lost by 30 days' absence from the state and in South Dakota by an absence of four months. Twenty-nine states and the District of Columbia require one year's residence in the state for state citizenship, and 19 states provide absence of one year before it can be lost.

The survey advises the establishment of interstate agreements toward unifying the residence requirements. It is pointed out that various welfare groups suggest cooperative action by federal, state and local governments to care for non-resident poor. The proposals include federal grants-in-aid as an amendment to the Social Security Act and as part of a general relief program.

A joint transient program is being worked out by New York and New Jersey Commissions on Interstate Cooperation, which may serve as a model for other states.

Planners Study Need For Adequate Trailer Camps

With cities throughout the country encountering problems of "houses on wheels" as summer trailer travel reaches its peak, the American Society of Planning Officials today reported that a growing need is felt for establishing adequate trailer camps.

Information received by the planning group indicates that only a few cities have provided properly for trailers. Lack of exact statistics on the number of trailers and trailer-users makes the problem more difficult. It is roughly estimated that about 400,000 trailers are in use, and that about 1,000,000 persons occupy them at least some portion of the year.

Since trailer camp problems concern at least five local government agencies, the planning commissions of many cities are attempting to coordinate the work of all of them to develop adequate trailer facilities. Among the principal agencies concerned with trailers are those of health, sanitation, traffic, safety and engineering. At the request of city councils, a number of local planning commissions have enlisted the aid of all these agencies in addition to directing the general layout of the camp site.

Among cities with planned trailer camps are Miami, and St. Petersburg, Fla., San Diego and Long Beach, Calif., and Phoenix, Ariz. These cities have attempted to provide adequate facilities for trailer residents and to protect themselves against haphazard trailer dwelling. Detailed ordinances govern the establishment and maintenance of trailer camps in these cities.

The minimum trailer camp facilities regarded as requisite by most municipal officials include: running water, showers, toilets, garbage disposal and electric lights. Necessary safeguards include police protection against theft and violation of morals laws; registration for a permanent record of trailer-camp residents, and proper spacing of trailers on the camp site.

Planners are chiefly concerned with the location of trailer camps under zoning regulations. Most planners ask that such camps be established in areas zoned for commercial or industrial purposes. Planning commissions are attempting to protect residential zones from unwelcome intrusion of trailer camps, to establish camps in locations where they will be accessible to business districts, and within easy access of police and fire departments.

Determining the location and general layout of trailer camps is regarded as a logical extension of planning activities since trailer camp planning is analogous to zoning regulations prescribing building lines, side and rear yards, and to subdivision practices, which are subject to approval of planning commissions in a large number of cities.

16 States Set Up Housing Boards To Aid Local Programs

Sixteen states have established state housing boards designed to aid public and private enterprise in developing low-rent housing programs, the National Association of Housing Officials said today.

Among states whose boards have been particularly active in promoting their housing development are Illinois, Massachusetts, New Jersey and New York. Some of the more recent boards do not have powers of supervision over limited-dividend projects as did the earlier boards. Their functions are limited to research and assistance to local housing authorities.

The functions and possibilities of the state boards as exemplified by the experience of New York, a leader in this movement, are discussed by Ira S. Robbins, counsel for the New York State Board of Housing, in the 1938 Housing Officials' Yearbook, just published by the N.A.H.O. Among its functions, Mr. Robbins said that "the board should obtain complete information as to rural and urban housing conditions throughout the state so as to be in a position to recommend immediate and long-range programs for the treatment of conditions, and for the prevention of new, undesirable conditions."

Urban and rural housing surveys, campaigns for the demolition of uninhabitable buildings, conducting of local educational housing programs, and enactment or revision of building codes or other laws restricting the activity of local housing groups, were listed by Mr. Robbins as proper state functions.

It is the duty of a state housing board to make public facts relative to local housing conditions, on the basis of studies made over the state. If the material in its hands is sound, it was stated, the board may take the initiative in disclosing such information as possible housing shortage, the amount of new housing needed for various income groups, the effects of tax exemption policies which have been adopted, and the relation between the present real estate system and low-rent housing programs.

There is current interest in the extension of state functions to include the use of state credit for local housing projects. Such provisions are now being considered, for example, in the New York State constitutional convention. "State loans at low interest rates and subsidies to local housing authorities are, of course, the most potent ways of bringing about the production of low-rent housing," in the opinion of Mr. Robbins.

Cities Attempt To Ban All-Night Parking As Street Cleaning Aid

Faced with the task of street cleaning during the early morning hours when traffic presents a minimum problem, large and small cities throughout the country are attempting to abolish all-night parking of automobiles on their streets, the American Public Works Association reported today. This information is contained in "Street Cleaning Practices," a volume showing the street cleaning organization and methods of 94 cities.

Although 73 of the 94 cities make all-night parking illegal, a large number reported that their ordinances are not enforced. A total of 40 cities said that all-night parking is practiced extensively, while others said that it is practiced to some extent. A number of cities reported that all-night parking is common in certain sections.

Examples of parking ordinances aimed to aid in street cleaning include those of Wilmington, Del., which prohibits all street parking between 3 a.m. and 6 a.m., and Cincinnati, O. which limits parking to one hour between 6 p.m. and 7 a.m. except on Sundays and holidays. Louisville, Ky., restricts all-night parking to a designated district, while an ordinance of Kenosha, Wis., provides that no vehicle shall park longer than 5 hours between 10 p.m. and 6 a.m. Grand Rapids, Mich., limits night parking to one hour throughout the city.

The volume shows wide variation in street cleaning methods, equipment and organization. It deals with several street cleaning problems including the planning for cleaning, proper organization and personnel, management of equipment, and methods of reducing street litter. It also deals with special problems such as removal of snow and leaves.

It asserts that regardless of the type of organization used that "streets are usually as clean as the citizens want them." It states further that "the quantity and kind of dirt which finds its way into the streets depends in a large part on the character and habits of the people."

A large portion of street "dirt" was found to consist of waste material ranging from cigarette stubs to newspapers cast there by the citizens themselves.

"Street Cleaning Practices" is designed to aid city officials in organizing and evaluating their own street cleaning services.

Police-Communication-Rec.

San Antonio Tries Midget Radio To Contact Patrolmen Walking Beats

San Antonio, Tex. may be the first city in the country to establish direct radio communication with its patrolmen on their beats, the International Association of Chiefs of Police said today.

Although a number of cities have shown interest in extending radio to unmounted police, San Antonio is the first to purchase a midget receiving set for that purpose. The set, weighing less than two pounds, enables police to receive calls at designated spots. If it proves successful additional sets will be purchased for general use by walking patrolmen and traffic officers.

The police chief of Brighton, Eng., where midget radios for walking police have been used more than a year, asserted that "by far the best results in making arrests have been obtained by radio communication with the man on the beat."

* * *

Evidence

Detroit To Use Motion Pictures As Safeguard Against Fraudulent Damage Claims

Detroit will make new use of the motion picture camera in its city government, the International City Managers' Association reported today.

The city will take motion pictures at the outset of all persons who file damage claims against the city, as a safeguard against fraudulent claims of personal injury. In the past a great many persons asking damages for injuries have appeared in court on crutches or in wheel-chairs, when investigation showed that they suffered no serious injuries.

City officials expect to use pictures as evidence in such cases in the future.

* * *

Property Tax Now Ranks Fifth As State Tax Revenue Source

Although still the principal source of local tax revenue, the property tax has been relegated to fifth place among state tax revenue sources, the Federation of Tax Administrators reported today. The total annual yield of the real property tax in the 37 states where it is used for state purposes is placed at about \$200,000,000.

Newer taxes, topped by the gasoline levy which last year yielded state governments more than \$760,000,000, have superceded the property tax as the major revenue source. The four leading taxes, the Federation points out, are all the products of the present century and most of them of the last 20 years. The gasoline tax, for example, was first adopted by Oregon in 1919, but during the next ten years was taken up by all 48 states.

Motor vehicle license taxes, second ranking source which in 1936 produced \$359,783,000, were adopted in all states between 1901 and 1921 to meet the demand for improved highways. Half the states wrote motor vehicle tax statutes in the first 10 years after 1900.

Although applied in only 23 states, the sales tax now ranks as the third most important state tax revenue source, and is the chief revenue producer in most of those states where it is in effect. The total annual sales tax yield for the 23 states is about \$350,000,000.

The fourth ranking tax--that on incomes--was adopted by 11 states before 1920. Like several other taxes, however, it became widely used following the depression of 1929 when 16 more states added it to their statutes. The depression influence on increasing the number of taxes is indicated by the Federation's figures showing that since 1929, tobacco taxes have been adopted by 14 states, and sales taxes also by 14.

Among the newer sources of revenue is the liquor tax adopted by 31 states in 1933, the year following repeal, and by 15 others since that time.

Organization Task Faces 13 More Housing Authorities Signing Loan Contracts

With loan contracts signed with the United States Housing Authority, 13 additional local housing authorities now face the task of equipping their organizations and assembling personnel before acquiring land or constructing low-rent housing projects, the National Association of Housing Officials said today.

The Association will continue to advise such local groups on the many administrative problems such as personnel, budgets, surveys and finally management. Visits of a field consultant will supplement the services from Washington and Chicago offices. The field service will include state meetings of authorities. Virginia authorities are meeting today at Richmond, and local authorities of southeastern states will meet in Atlanta, Ga., Aug. 5.

Of the 13 cities recently signing loan contracts with the United States Housing Authority, Louisville, Ky. and Detroit, Mich. had previous contracts. Initial contracts were made with St. Petersburg and Tampa, Fla.; Omaha, Neb.; Dayton and Toledo, O.; San Antonio and Fort Worth, Tex.; Charleston, W. Va.; Knoxville, Tenn.; Philadelphia, Pa.; and Peoria, Ill.

These local authorities will build 19 projects with approximately 9,650 family units. The list brings total USHA loan contracts in 28 states to \$154,528,000. Total earmarkings for low-rent housing under the USHA, including those converted into contracts, total \$506,871,000 in 123 cities.

Selection of personnel for the housing projects bulks largest among the administration problems, the Association said. Although the laws of few states in which the housing projects are located require selection of housing personnel by civil service, a number of local authorities have preferred to use the merit system. The New York authority recently gave written examinations for five important housing management jobs. Many of the positions in Detroit will also be placed under civil service.

City Budget Balancing Chief Topic For Finance Officers' Conference

Budget balancing, a task faced by officials in every city and town in the nation, will receive foremost consideration of several hundred finance officers who will attend the annual conference of the Municipal Finance Officers' Association of the United States and Canada, at St. Paul, Minn., Aug. 15 to 18.

The conference will spend an entire half-day discussing methods of balancing municipal activities with available revenues, and of balancing the demand for public services with available financial resources. This subject will be presented in a report of a committee of the Association which has studied the problem for the last year.

The report will outline methods whereby local finance officers can obtain new sources of revenue and make more use of the revenue sources already available. It will also attempt to suggest methods to increase the effectiveness of expenditures and to curtail certain activities for economy purposes.

Other closely related problems of municipal finance, including the development of long term financial programs; the relation of schools to local government; municipal credit; retirement systems, and tax collection, will be discussed in general sessions and group round table meetings.

Governor Elmer A. Benson of Minnesota and Mayor William H. Fallon of St. Paul will deliver welcoming addresses. Other speakers will include Arthur C. Meyers, Budget Director of St. Louis, and president of the Association; Simeon E. Leland, Chairman of the Illinois Tax Commission, and president of the National Tax Association; and Prof. J. H. Kerwin of the University of Chicago. Professor Kerwin will present the report on schools and local government.

Among the other speakers are: Frederick L. Bird, Director of Municipal Service, Dun and Bradstreet; Charles J. Fox, City Auditor, Boston; Albert W. Noonan, Director of the National Association of Assessing Officers, and Herbert Fallin, Budget Director, Baltimore, Md.

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Cities Test Varying Ways Of Solving Weed Problem

1 Weeds

As millions of hay fever sufferers await the "official opening" of the hay fever season Aug. 15, the health aspect of the weed control problem is again challenging the attention of cities throughout the country, the American Public Works Association pointed out today.

In many cities street cleaning departments will undertake the task of removing weeds from parks and other public property before ragweed pollen begins to scatter and blow through the air. At the same time a number of cities will serve notice to private property owners to remove weeds from unimproved lots.

The thoroughness and efficiency with which cities remove weeds and the delegation of responsibility for the work vary widely, the Association finds. The responsibility often is loosely attached either to the health, street or public works departments with the result that weed removal becomes "nobody's job."

Of 83 cities reporting to the Association, 37 said that their street cleaning departments removed the weeds from public property. A number of these pointed out that the weed eradication season comes at a time when street cleaning is lightest, hence street department employees are available for the job. The remaining 46 reported that the job is being done by the health or some other agency, or not at all.

Among the larger cities in which street cleaning departments are responsible for weed control are: Buffalo, N.Y.; Chicago, Ill.; Detroit, Mich.; Hartford, Conn.; Indianapolis, Ind.; Lincoln, Neb.; Minneapolis, Minn.; Philadelphia, Pa.; Newport, R.I.; Seattle, Wash.; and Toledo, O.

The cost of weed removal from street areas usually is met from general funds, although a few cities levy a special assessment against property owners for cutting or burning weeds from parked strips between the sidewalk and streets.

Basin States To Meet In Effort To Curb Ohio River Pollution

With four states agreed upon a method of attacking the pollution problem of the Delaware River, representatives of nine states will meet soon in an attempt to end the pollution of the Ohio River basin, the Council of State Governments said today.

The Ohio meeting will be held at Cincinnati late in September or early in October, with three representatives of each of the nine states attending. The states are Illinois, Indiana, Kentucky, New York, Ohio, Pennsylvania, Tennessee, Virginia and West Virginia. State representatives who will attend the meeting are members of the Interstate Commission on the Ohio River Basin.

At the Cincinnati meeting, the Commission's representatives will receive and discuss a proposed interstate compact pledging each state to the effort to control pollution within its own territory. The compact was drawn by the Ohio River Sanitation Commission at the request of the states concerned.

Such compacts do not become operative until approved by the legislatures of the cooperating states, and until the laws necessary to enforce the compact provisions are enacted. In general the compact would provide for treatment of all sewage and industrial wastes which flow into the Ohio River or its tributaries within the territory of the nine states.

Under the terms of a similar reciprocal agreement, New Jersey, New York, Pennsylvania and Delaware recently were pledged to cooperation in correcting and controlling the pollution of the Delaware River. The agreement was signed by representatives of the Interstate Commission on the Delaware River Basin at Philadelphia, July 5.

The Delaware River agreement divides the territory into four zones with each state responsible for controlling the pollution of its zone.

THE COMMISSION ON INTERSTATE COMPACTS

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Civil Service Systems Installed In Eight Cities

Recognizing a need for scientific personnel standards in their local governments, eight cities recently installed civil service systems, it was announced today by Public Administration Service. The cities are Shorewood, Wauwatosa and Madison, Wisconsin; Fargo and Minot, North Dakota; and Alameda, Roseville, and Coalinga, California.

Installation of improved personnel systems has been completed, with the technical advice of P.A.S., in all the cities except Wauwatosa. The civil service provisions are limited to police and fire departments in Fargo, but in the other cities they extend to all branches of the city government.

Although different standards and procedures were established to meet local conditions, positions were classified and wage scales drawn in each city. All of the systems also provide for service ratings, in-service training and competitive examinations.

The cities of Roseville and Coalinga will rely on the California State Personnel Board, and Shorewood the Milwaukee County Personnel Board for technical assistance in administering the systems, since the small size of their cities prevents them from obtaining adequate technicians.

Code Of Ethics Adopted By Connecticut Police Chiefs

Adoption by Connecticut police chiefs of a code of ethics, the first such code ever formally adopted among police executives, was announced today by the International Association of Chiefs of Police.

Among the provisions of the code are those pledging chiefs of police to objectives of "efficient police administration." The code states that "we recognize the need for professional fitness on the part of police executives and subordinates. We pledge ourselves to advance the science of police service through training courses and other methods.

"We will neither solicit, nor accept, any gift, privilege, favor or advantage from any person which will place us under obligation to overlook any violation of the law or to violate the ethics of our profession."

Centralized Record System Suggested To Modernize City Licensing

Possibilities for unwinding the red tape from city licenses to the mutual interests and convenience of municipalities and licensees alike, are discussed today in a study of license ordinances and practices made for the International City Managers' Association.

The best interests of the city can be served by a sound, modern and equitable system of licensing administration, which would consider the convenience of the citizen, the study finds. Such a system would require as few trips as possible to the city hall and would make it easy for the licensee to locate appropriate officials.

A central licensing office and a central file for licensing all necessary businesses or occupations are suggested. The centralized system would fix responsibility with one individual and also provide central records containing the history of licenses, fees, inspection reports and complaints.

The study points out that there is no uniformity of licensing ordinances among municipalities and no approach toward uniformity in regulation and fees. Some cities grant licenses without fees, others assess a nominal fee to cover the cost of papers and filing, while others use licenses for revenue purposes.

No studies have been made of the costs of regulating a licensed business or occupation to serve as a proper basis for determining fees. Adequate license cost studies, it is believed, would enable municipalities to place licensing on a self-sustaining basis and at the same time distribute the fees more equitably.

The study, which was made by C. C. Ludwig, executive secretary of the Minnesota League of Municipalities, and reported in the forthcoming issue of "Public Management," magazine of the I.C.M.A., lists the following administrative duties in connection with licensing: the receiving of applications, collecting and accounting of fees, issuing of licenses, inspection, prosecution of violators, and suspension or revocation for violation.

Mr. Ludwig asserts that the city council rather than the administrator, should determine such policies as selection of types and classes of business to be licensed, restrictions and standards which shall govern licenses, amount of fees, and the duties of administrators.

1938

Property Taxes Assessed In 6,000 Overlapping Districts In 21 States

Existence of about 6,000 overlapping assessment districts in 21 states was reported today by the Committee on Assessment Organization and Personnel of the National Association of Assessing Officers.

Overlapping assessment districts are defined by the committee as "the area of a political subdivision which has been granted the power to assess property within its own boundaries for its own taxes, independently of the assessments of the same property by officers of a primary assessment district."

Typical overlapping districts are cities making their own independent property assessments which duplicate the work of county assessors. States containing a large number of overlapping districts are California, Florida, Georgia, Kentucky, Michigan, New York, Pennsylvania and Texas.

One of the most common reasons for the existence of overlapping districts, the committee found, is the desire of local governments, through control of assessed valuation, to escape the controls of mandatory limits of tax levies and indebtedness.

Another factor in the establishment of some overlapping districts has been the desire of a local government to offer low tax rates as an attraction to new industry. By raising the assessed valuation such a community is able to advertise a low tax rate. Some communities also maintain overlapping districts under the belief that they can make more equitable assessments than their county.

The committee found that of 19 cities making overlapping assessments in 1936, only two assessed their property lower than the county assessment. The average overlapping city assessment was about one-fourth higher.

Among the criticisms of overlapping districts by tax authorities are that duplication of effort and added expense are involved and that the taxpayer is subjected to annoyance of double visits by the assessor. It was also found that when the same piece of property is assessed by two parties there is a tendency for each to rely on the other, with neither making an independent appraisal.

In an earlier progress report on the number of assessment districts, of which there are approximately 23,000, the committee suggested that no districts be less than 10,000 population or have less than \$10,000,000 assessed valuation.

The committee is composed of: James W. Martin, Commissioner of Revenue of State of Kentucky, chairman; Charles Ringler, Assessor of Multnomah County, (Portland) Ore.; J. N. Lummis, Assessor of Dade County, (Miami) Fla.; John A. Scott, City Assessor of Duluth, Minn., and Lawrence Heller, of Board of Assessors, Lansing, Mich.

1,000 Police Officials To Attend International Congress At Toronto

More than 1,000 police executives and officers from the United States, Canada and Mexico will meet in Toronto, Can., Aug. 29 to Sept. 1, at the forty-fifth annual International Police Congress under the auspices of the International Association of Chiefs of Police, it was announced today.

Featuring discussions by executives from all the countries represented, the four-day Congress will deal with most of the major police problems. The International Association of Chiefs of Police announced that the Congress would stress traffic problems and those of police investigation.

Among the police leaders scheduled to appear on the program are Chief George Reyer of New Orleans, La., President of the I. A. C. P.; William J. Quinn of San Francisco, Calif., first vice president; Col. S. T. Wood, Commissioner of the Royal Northwest Mounted; General Fedrico Montes, Chief of Police of Mexico City; and Joseph J. Timilty, Commissioner, Boston, Mass.

Mayor Ralph Day of Toronto will deliver the welcoming address. Speakers will also include officials from the United States Department of Justice.

Problems scheduled for discussion include those of coping with public disorders featuring talks on the role of police in strikes, and tactics to suppress violence; regional crime control, essentials of an up-to-date traffic program, investigation of hit and run cases, state-wide programs of municipal police training, and crime prevention.

The Congress will also deal with such subjects as police relations with the public, press relationships and citizen cooperation with police in the three countries represented. Scientific crime experts will address the conference on subjects of the use of the lie detector, blood grouping and other scientific methods of criminal investigation.

Cities Test Subdivision Controls To Check Tax Delinquency

Attempts to avoid further increases in tax delinquent property by checking excessive land subdivision are being made in a number of cities and at least one state, the American Society of Planning Officials said today.

As the result of planning studies showing that a high percentage of tax delinquent land consists of vacant lots in undeveloped subdivisions, the state of Washington has passed a law requiring cities, towns and counties to set up an agency to investigate all applications for new land plats or subdivisions. The law specifies that "it shall be the duty of such city, town or county to inquire into the public use and public interest proposed to be served by the establishment of such subdivision or plat. It shall also see that appropriate provision is made in any such plat or subdivision for streets, parks and playgrounds."

Other effective subdivision controls are employed by the city of Cincinnati, O. and several New York and New Jersey cities. Cincinnati, for example, insists that such utilities as water lines and sewers be installed and streets surfaced by the developers before the city will accept the proposed subdivision.

Brookhaven, Long Island, is the first city in New York to require subdivision developers to post a \$10,000 surety bond to guarantee grading and surfacing of roads.

A recent study by the New York Division of State Planning showed that in 5 cities and 47 towns in the state of New York, the total property tax delinquency, exclusive of penalties, amounted to \$34,500,000, more than two-thirds of which was charged against vacant lots. The greatest number of delinquent properties were recorded in the outlying areas. Similar findings are reported in a survey by the Michigan State Planning Board.

An earlier study of land subdivision in Michigan by Ernest M. Fisher and Raymond F. Smith reported an increasing lag in the utilization of subdivided land. In the city of Grand Rapids, Mich., for example, the accumulated investment in vacant lots was estimated at more than \$26,000,000. At the highest rate of utilization ever recorded--that of 1925--it would take 16.7 years to absorb the vacant lots available in that city, the survey showed.

Unemployment Relief Heads Program Of Governmental Research Association, Sept. 7-10

Unemployment relief in large cities was listed today as one of the principal subjects for discussion by government research experts at the national conference of the Governmental Research Association, at Princeton, N.J., Sept. 7 to 10.

Carl Herbert, director of the St. Paul Bureau of Municipal Research and head of a delegation of research bureau directors which recently presented a report to the U. S. Senate committee on unemployment and relief, will head the discussion. Mr. Herbert will analyze this report. Research bureau directors from a number of large cities throughout the country will talk on the relief situation in their communities. They will discuss such topics as the merits of the federal relief program, centralized versus decentralized relief administration, and methods of financing relief.

Nels L. Anderson of the federal Works Progress Administration, author of "The Right To Work," will participate in the discussion.

Prof. J. Douglas Brown of Princeton university, chairman of the President's Advisory Council on Social Security, will address the conferences on changes in the social security program now under consideration.

Subjects which will be discussed for the first time at a national conference of the Association, are population trends, land use planning and housing. Frank Lorimer, director of the technical staff which prepared the recent National Resources Committee report on "The Problems of a Changing Population," will participate in the talks on population trends. The discussion will be led by Harold Henderson, director of the Minnesota Institute for Governmental Research.

The session on land use planning will be under the chairmanship of Philip Cornick of the Institute of Public Administration, New York City. Ernest Fisher and Homer Hoyt, director and member respectively of the research staff of the Federal Housing Administration; Maurice Neufeld of the New Jersey State Planning Board, and Herbert Swan of the Patterson Industrial Commission, will participate.

Other speakers on the program include: Miss Catherine Bauer, director of research and information of the United States Housing Authority; Dean William R. Mosher of the School of Citizenship, Syracuse University; Luther Gulick, director of the Institute of Public Administration and director of the Regent's Inquiry into the character and costs of Public Education in New York State, and John Sly, director of the Princeton University local government survey.

Auditors Offices Of Six States Set Up Manuals Of Procedure

Auditors of six states are using office manuals setting forth written instruction on office procedure as an aid to efficient administration, the National Association of State Auditors, Comptrollers and Treasurers reported today.

The manuals set forth the duties for each position in the auditor's office and give written instruction on the performance of these duties. Such manuals are being used in Florida, Georgia, Mississippi, Nebraska, Ohio and Virginia, the Association found. A manual is also being prepared for the auditor's office of North Carolina.

Organization charts defining the duties for each position in the auditor's office, and requirements of previous education and experience are also used in six states, the survey showed. States using organization charts are Massachusetts, Mississippi, North Carolina, Ohio, Pennsylvania, and West Virginia.

* * *

Milwaukee Tests 4,763 Prospective Election Officials In 1936-37

Results of two years' experience in the civil service examination of election officials in Milwaukee, in which a total of 4,763 persons took the required civil service tests, were reported today to the Civil Service Assembly of the United States and Canada.

Cost of administering the examinations, consisting of tests in simple arithmetic, checking toll lists, tallying election laws and procedure, was \$1,266 or 27 cents for each test.

Of 1,979 persons examined during 1936-37, who had previously served as election officials, 648 failed to receive passing grades. Milwaukee is one of the few cities in the nation which employs election officials under the merit system.

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15 1938 JOINT REFERENCE
LIBRARY

Cooperation Among Various Agencies Aids In-Service Training Programs

The extension of in-service training to accompany the trends toward recruitment of younger employees through general examinations and promotion within the service, was noted today by the Civil Service Assembly of the United States and Canada.

Such training of employees on the job is now generally recognized as a definite part of career service, it was pointed out. The federal government, for example, operates employee training programs in 35 of its agencies. In one agency alone about 10,000 employees participate.

One of the most noticeable trends in the development of in-service training noted by Earl Brooks of the Personnel Division, U. S. Department of Labor, in a forthcoming publication of the Civil Service Assembly, "is the cooperation between federal training programs, educational training programs, professional societies, state agencies and private industry."

An example of cooperation is a program for employees of both the United States Forest Service and private industries at Madison, Wis. Special courses in log-cutting and crating of goods for shipment have saved business firms millions of dollars in crating expense and losses in damaged goods, in addition to conserving lumber resources, it was pointed out.

A number of industrial leaders are cooperating in a special training program in the Bureau of Labor Statistics as a means of improving the statistical methods of the bureau.

Federal Government training programs in the Public Health Service, Bureau of Standards, Federal Bureau of Investigation, and Foreign Service Officers' Training School all enlist the aid of experts and lecturers from outside the particular government departments.

Although in-service training is only one phase of administrative management it is a part of the modern program for scientific appointment, placement, classification and compensation being extended in both government and business, according to the C.S.A. publication.

Private Institutions To Furnish Most Of Local Funds For Low-Rent Housing Projects

Sale of bonds to private institutions will supplement loans by the United States Housing Authority for construction of low-rent housing projects in most cities, the Municipal Finance Officers' Association of the United States and Canada said today. Information received by the Association from 18 cities indicated that only a few expect to contribute large amounts of cash from city funds toward the projects.

A large number of the cities in which loan contracts with the U.S.H.A. have been approved have donated housing sites or portions of sites and agreed to construct streets, sewers, and other utilities. These contributions are deducted from the 10 per cent of the total cost which local authorities are required to furnish under the U.S.H.A. agreement.

Reports of city finance officers and heads of local housing authorities, indicate a ready market for local housing authority bonds up to 10 per cent of the total cost. In the following cities these bonds have been sold or definite commitments to purchase them when they are issued have been received from banks or bond houses: Allentown, Pa.; Augusta, Ga.; Baltimore, Md.; Birmingham, Ala.; Buffalo, N.Y.; Cleveland, O.; Detroit, Mich.; Knoxville, Tenn.; Pittsburgh, Pa.; and Youngstown, O.

Officials of Austin, Tex. reported that the city had agreed to purchase the bonds in the event that they could not be sold at public sale, and that a local bank guaranteed the purchase if the city does not have sufficient funds. The New York City housing authority said the city agreed to purchase the bonds as the "initial step" in financing the housing projects. Officials of Syracuse, N.Y. said they hoped to sell the bonds to private investors, but if they failed to do so the city would consider means of financing the purchases.

It was indicated that the average interest rate on the local bonds will be $3\frac{1}{2}$ per cent. In most cases banks and bond houses require bonds maturing in 15 years or longer, which are not callable until maturity.

San Diego Receives "Model" Planning Report On Capital Improvements

A model report on long-term capital expenditures for the city of San Diego, Calif. is noted today by the American Society of Planning Officials. The report, containing a comprehensive program for municipal improvements, similar to those of several other cities, has been submitted to the city council by the San Diego City Planning Commission.

Eleven sections of the report list San Diego's capital improvement needs, with estimates of the cost for each project and tables showing the total cost of city government. The report also contains data on the assessed property valuation for several years, actual and anticipated tax income, city debt statistics, bond issues and plans for redemption.

Maps show the types and locations of proposed improvements. Also included are figures on population trends of the city and the additional facilities which will be necessary to serve the future population. These estimates cover the period of the next 10 years.

Long-term financial planning is also used in the fiscal operation of several other cities, the Society points out. New York City's new charter, effective early this year, provides that the city planning commission shall submit each year, to the Board of Estimate and Apportionment a detailed budget for the following calendar year. Accompanying the detailed budget estimates, the commission also submits a capital improvement program for the ensuing five years.

Cincinnati, O. provides for a 10-year capital improvement program from a sinking fund. St. Louis, Mo. in 1920 was one of the first cities to vote approval of such a program. The St. Louis vote was on individual improvement projects to be carried out during the next 10 years.

A number of other cities, notably Kalamazoo, Mich. which established a record as the only debt-free city in the nation of more than 50,000 population, and Milwaukee, Wis. which finances its expenditures on a carefully budgeted pay-as-you-go basis, are carrying out long-term financial programs successfully.

The San Diego report is regarded as outstanding because it integrates the needs of the city's expected population with anticipated municipal revenues.

Assessors In 32 States Try Cooperation On Exchanging Tax Information

Extension of a plan for cooperation among states in exchanging confidential information among assessors throughout the country was reported today by the National Association of Assessing Officers as the result of nearly 100 letters received from heads of assessing offices in 32 states.

Assessors participating in the cooperative agreement have pledged themselves to assist their fellow officers in other states by exchanging valuable information. The plan is designed to forestall cases of tax evasion by those persons or companies claiming residence in more than one assessment jurisdiction, or having personal property located in jurisdictions other than the one in which the principal office is situated.

The plan has already resulted in placing many pieces of property on the tax rolls which previously escaped assessment, the N. A. A. O. reported. For example, a resident of a Michigan city who maintained a winter residence in Florida claimed residence in both jurisdictions when visited by the assessing officer. Exchange of information in this case resulted in the placing of property assessed at approximately \$60,000 on the assessment rolls.

Similar cases of evasion by certain corporations with a home office in one state and warehouses or distributing plants in others, have been discovered. In these cases the corporation at fault asserted that a large portion of the property shown on its inventory was located in another state. Cross checking by assessors in all the states concerned uncovered the facts.

The Florida Tax Assessors Association, which in 1934 passed a resolution requesting the state comptroller to make reciprocal agreements with all other state assessment offices for the exchange of information, is the first to participate in the cooperative plan on a statewide basis.

California requires the assessing officers in the various counties of the state to exchange information which would be of mutual assistance. Although the cooperative practice is common in a number of states, California is the only state requiring such intrastate cooperation by statute.

International City Managers' Association To Hold Silver Anniversary Conference

More than 150 city managers from approximately 25 states, and an equal number of other municipal officials will meet in Boston, Sept. 26 to 29 for the Silver Anniversary Conference of the International City Managers' Association, it was announced today. The conference attendance will include city finance officers, clerks, mayors, and councilmen in addition to the managers.

The program will include general sessions for discussion of municipal problems by the entire conference, and group meetings attended by managers of cities of certain population classifications.

Among the questions to be discussed in formal speeches and round tables are: financing of relief; enforcement of laws on gambling and vice; policies of providing municipal services outside the city limits; aid by the city in seeking new industries, and retirement systems for municipal employees.

One of the highlights of the conference will be a session on management problems in which former presidents of the Association will form a panel to answer questions from the floor. Other problems which will receive special consideration are those of administration of city planning and zoning, handling parking problems, low cost housing, and the prevention of excessive subdivision.

Another feature of the twenty-fifth anniversary program will be a special session presided over by Richard S. Childs, New York City, known as the father of the city manager plan. Speakers at this session will include Professor Arthur N. Holcombe, head of the Department of Government, Harvard University.

Other prominent speakers definitely scheduled to date are: Henry P. Kendall of Boston, who will discuss principles of private management applicable to public management; and Professor Marshall E. Dimock of the University of Chicago.

More than 100 city managers from approximately 100 cities and counties
their municipal officials will meet in Boston, Sept. 20 to 22, 1934.

Speakers and panelists in addition to the managers.

by the entire conference, and group sessions attended by members of cities.

One of the objects of the conference will be to consider the problems
in which former presidents of the Association will form a panel to answer
and from the floor. Other problems which will receive special consideration
are those of administration of city planning and zoning, housing, parking problems.

Glombe, head of the Department of Government, Harvard University.

More Than 50 Cities Install Parking Meters In Last Three Years

More than 50 cities ranging in size from 7,600 to 400,000 have installed parking meters during the last three years in an attempt to solve their downtown parking problems and to relieve traffic congestion, the American Municipal Association reported today.

The standard parking fee where the meters are in use is five cents, usually covering a period of one hour. In some cities, however, the parking limit is 30 minutes in the more congested areas. Nine cities installed meters in 1937 and several others have completed installations this year.

In Scranton, Pa., one of the most recent cities to try the metered parking system, half of the meters allow five minutes free parking before a coin must be deposited. The free-period meters are installed alternately with those requiring a coin at the time of parking.

Portland, Ore. is the largest city to install the meters this year, while Kansas City, Mo. is the largest where they are in use. Oklahoma City, Okla. was the first city to use parking meters. These meters were installed in July, 1935.

* * *

Dakota Cities Operate Municipal Heating Plants

Utilizing exhaust steam from a municipally-owned electric light plant, the city of Brookings, S.D. sells steam heat to buildings in its business district, the International City Managers' Association reported today.

Watertown, S.D. also operates a municipal heating plant for its business buildings. The city purchased the plant from private interests four years ago at a cost of \$100,000.

* * *

a period of one hour. In some cases, however, the meter is

operated. The free-period meters are installed at the entrance
half of the meters allow five minutes free parking before
Berkeley, Cal., one of the most recent cities to do the same
a coin at the time of parking.

Portland, Ore. is the largest city to install the meters this year.
at City, Mo. is the largest where they are in use. In Kansas City, Mo.
at City to use parking meters. These meters were installed in 1937.

The growing traffic crush on the downtown streets of American cities leads to a distinct municipal trend to use undeveloped or vacant land near central business districts for off-street parking, advance data released today in a joint study of the American Society of Planning Officials and the International City Managers' Association show.

Many cities have attempted to alleviate the problem by setting up municipally-owned or -operated parking lots; others by seeking to stimulate privately-owned parking lots. Cities encourage private operation of parking space by: leasing city land to private interests; enforcement of time limits and parking prohibition regulations in congested areas; changes in zoning regulations on land used in certain areas, and in the use of buildings as parking garages; encouraging property owners to demolish obsolete buildings or causing such buildings to be removed by city agencies.

This study shows that virtually all cities of more than 25,000 population have one or more privately-owned or -operated parking lots in the central business district. Los Angeles probably has the largest off-street parking facilities, with 652 parking lots and garages accommodating 56,000 automobiles. Detroit is second with 280 parking lots providing off-street space for 22,765 cars; Rochester has 210 parking lots for 15,218 cars; Minneapolis, 100 parking lots for 9,000 cars; Boston, 159 parking lots for 7,500 cars; Cincinnati, 53 lots for 5,274 cars; Dayton, 35 lots for 3,460 cars, and Louisville, 53 lots for 4,331 cars.

A study of 23 cities between 100,000 and 200,000 shows that parking lots range from three in Fall River, Mass., to 125 in Hartford, Conn. and Nashville, Tenn., with five other cities having more than 50 parking lots in the downtown sections.

Parking charges range from 5¢ to 35¢ for an hour or less, with an average of 15¢ to 20¢ in cities over 100,000, and about 10¢ in cities of less than 100,000. The average charge for parking three hours ranges from 10¢ to 75¢ in cities over 100,000; 10¢ to 50¢ in cities less than 100,000.

Police - Clearing House

Police training, crime detection and law enforcement in the three principal English-speaking countries -- Great Britain, Canada and the United States -- and in some of the Spanish-speaking neighbor republics of the Western hemisphere, will be discussed by leading police executives of those countries at the annual conference of the International Association of Chiefs of Police at Toronto, Canada, Aug. 29 to Sept. 1.

Lieut.-Col. G.H.R. Halland, who has just been appointed Inspector of Constabulary for England and Wales, will come to Canada to address the morning session, Wednesday, Aug. 31, the Association's headquarters announced today. Lieut.-Col. Halland will talk on "Police Training in England and Wales" out of his experience as Commandant of the Metropolitan Police College at Hendon, since its inauguration in 1934.

It is expected that Carlos Ramirez-Nuñez, Inspector-General of Investigation of Lima, Peru, and General Fedrico Montes, Chief of Territorial Police of Mexico, will speak before the International Police Congress. Among the prominent Canadian officials who will appear on the program are Mayor Ralph Day of Toronto, and Harold King, Ontario Minister of Health; Col. T. Dan, Assistant Commissioner of the Royal Canadian Mounted Police; Dr. L. J. Rogers, Provincial Analyst and Professor of Practical Chemistry at the University of Toronto, and Chief Constable George Smith of Winnipeg, Manitoba.

Among the leading police executives in the United States who will deliver addresses before the Police Congress are Commissioner Joseph J. Timilty of Boston; Supt. D.F. Stiver of the Indiana State Police; Chief E. Raymond Cato, California Highway Patrol; Chief Bodie A. Wallman, Oakland, California; and Supt. Walter W. Williams of the Illinois State Highway Maintenance Police. Officers of the Association, leading off the first day's program, are: Superintendent George Reyer of New Orleans, La., President; Supt. William J. Quinn, San Francisco, first vice-president; Chief Peter F. Brady of Harrison, N.J., secretary; Chief John L. Sullivan, Pittsfield, Mass., treasurer, and Chief William P. Rutledge of Wyandotte, Mich., executive vice-president.

Other police experts and specialists on the program are Bruce Smith, Institute of Public Administration; Superintendent M. C. Passalt, Minnesota Bureau of Criminal Apprehension; John J. Sullivan, Director of Public Safety, New York World's Fair, 1939; John W. Woelfle, Secretary, the Interstate Commission on Crime; Dr. Leonard W. Keeler, Northwestern University, and Lieut. Franklin M. Kreml, Director of the I.A.C.P. Safety Division.

1938, Municipal

Of 314 cities between 5,000 and 10,000 population reporting on indebtedness, eight had no debt of any kind and eighteen others had no general funded debt, the International City Managers' Association reported today from advance material received for a forthcoming study of American small cities.

The eight cities which have no debt are: Venice, Ill.; Red Oak, Ia.; Dayton, Ky.; Hastings, Mich.; Clinton and Webb City, Mo.; South Williamsport, Pa., and Menominee, Wis. The eighteen cities with no general funded debt are: Prescott, Ariz.; Durango and La Junta, Colo.; Cartersville, Ga.; Batavia, Naperville, and Wheaton, Ill.; Charlotte and Manistique, Mich.; Chillicothe, Mo.; Franklin, N.Y.; Kearney, Nebr.; Galion and Greenville, O.; Anardarko and Stillwater, Okla., and Middletown and West York, Pa.

Fourteen of the 314 small cities reported having \$1,000,000 or more general funded debt. Of these cities the following are in Florida: Bartow, Bradenton, Clearwater, Ft. Myers, Lake Worth, Miami Beach, Palatka and Winter Haven. The other cities are Haddonfield, Ocean City, and Wildwood, N.J.; Bronxville and Larchmont, N.Y.; and Morristown, Tenn.

Of the cities that own and operate some utilities, 70 had no utility debt and 162 cities had a varying amount of such debt. Among the most common municipally-owned utilities are: electric light and distributing plants, gas plants, markets, sewage disposal plants, and waterworks. In regard to unfunded debt 130 cities have none and 108 have some debt of this kind.

To the question, "Is special assessment debt a general obligation of cities?" 102 cities reported "Yes" and 102 cities reported "No," the others not answering.

Personnel data for 382 cities of 5,000 to 10,000 population are also given in the report with the names of the city clerks in each case and the numbers of full time police, firemen, and regular officials and employees with the exception of schools. The report also gives detailed revenues and expenditures for 280 of these small cities.

Accounting - Hospitals

The installation of a cost accounting system and the revision of the general accounting system at the Eloise ^{Michigan} Hospital and Infirmary, one of the largest institutions of its kind in the world, located in Wayne County, Mich., has been started by Public Administration Service, it was announced today. These activities will supplement a central accounting installation now virtually completed for the county as a whole.

The activities of Eloise Hospital, with a population of more than 8,000 patients and 1,800 employees, embrace the care of indigents, mental cases and general hospital cases.

The technical staff of Public Administration Service will develop and install a cost accounting system for the hospital which will provide per diem costs for all classes of patients and point the way to improved administrative practices. P.A.S. is working in cooperation with the Board of Auditors, which is responsible for administrative and accounting procedure for all Wayne county activities. The new system will also include budget control, general accounting, stores control and payroll procedures. It will also provide new records and procedures for the receipt, disbursement and custody of inmate property.

Besides the accounting work, a personnel study has been made involving the reclassification of all institutional staff positions, the preparation of specifications for all positions, and the establishment of adequate personnel records.

Need for determining accurate costs was emphasized by the fact that the county is reimbursed for the varied services performed at this institution by a number of different governmental agencies. For example, mental patients are county charges for the first year, after which they become state charges with the state reimbursing the county for the cost of their care. Other systems of reimbursing the county are used in the case of infirmary patients, and in obtaining partial or complete reimbursement from individuals.

Public Adm. Clearing House

How governmental costs are increased as a result of real estate booms will be one of the principal subjects discussed at the Governmental Research Association's conference in Princeton, N.J., September 7-10. Philip Cornick, of the Institute of Public Administration, New York City, a well-known authority on municipal finance and real estate taxation, will have charge of the session on this subject at the governmental research workers' conference.

Mr. Cornick points out, in an advance discussion of the program, that "as land passes from a less intensive to a more intensive use, demand is generated for new types of public improvements and services. If the anticipated transition does not take place within a reasonable time, service problems confront local governments.

"Debt service and costs of operation and maintenance are fixed at a level which imposes onerous burdens without corresponding benefits on owners and occupants of the area. In extreme cases destitution for the owners, serious losses for the mortgagees, and municipal defaults are the almost inescapable results."

Those who have been especially invited to participate in this session are: Maurice Neufeld, secretary of the New Jersey State Planning Board; Ernest Fisher, director of research of the Federal Housing Administration; Herbert S. Swan, director of the Patterson Industrial Commission, and Homer Hoyt, of the research staff of the Federal Housing Administration.

Other subjects scheduled for discussion at the Princeton meeting of the Governmental Research Association are: unemployment relief and its relationship to municipal finance; population trends and their effect on municipal and state services; planning and public housing developments, and charter and statutory controls over municipal financial and administrative practices.

Other revenue channels are gaining upon the property tax as a source of municipal revenue, the Federation of Tax Administrators said today. The upward trend of three decades was culminated in 1936, when latest available figures show non-property revenues reached 41% of total revenue receipts in the 94 American cities of more than 100,000 population. A thirty-year spread of municipal revenue shows that the general property tax totaled \$256,000,000 in 1906 (80%) and \$1,726,054,000 in 1936 (59%). All other revenue in 1906 totaled \$61,007,000 (20%) and \$1,165,068,000 in 1936 (41%).

Prominent in revenue sources gaining upon the property tax are municipal charges and fees. Although not formally "tax" receipts these are levied upon a sufficient number of taxpayers to deserve consideration in any compilation of municipal revenues. Among other municipal revenue sources are: poll taxes; license fees, including liquor and others; special assessments; fines, forfeits and escheats; subventions and grants; donations; pension assessments; highway privileges; rents and interest; earnings of general departments, and earnings out of public service enterprises.

Constantly expanding real estate valuations and rising tax rates, spurred by the speculative boom of the 1920's, brought property tax collections in 1931 to an all-time high of more than \$2,500,000,000 or 67% of total revenue receipts. A high percentage of receipts was shown in 1921 when property tax collections accounted for 74% of the total, but collections that year were slightly less than half those a decade later.

Municipal revenue reflected the staggering impact of the depression upon the real estate tax and the general decline of property values. The United States Bureau of Census figures show that, although rising to 69% of total revenue receipts, property tax collections in 1932 declined by over \$500,000,000. Non-property revenues fell by about \$225,000,000 to 31% of total receipts, lowest percentage in more than a decade. Unlike the property tax, however, which continued to decline sharply in the remaining years of the slump, these sources demonstrated a steady rise.

Faced with the need of continuing vital government services, cities set various devices to encourage payment of due taxes: installment collections, discounts, postponement of collection dates, cancellation of penalties, then turned increasingly to the states and federal government for aid. Distribution of state-collected taxes among the cities, adopted almost universally by 1936, accounted in part for the increase in non-property tax revenues which rose in the three succeeding years, as the property tax returns declined from 69% to 61% of the total revenues. Federal aid to cities grew to almost one-fourth of all revenue receipts for cities of all sizes by 1936, and accounted in part for the gain in non-property revenues. Sharp gains were also registered in subventions and grants received directly from states and counties and in license taxes.

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News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
1313 East 60th Street, Chicago, Illinois

1938
Release No. 1: For Mon. Aug. 29

Issue of the first official directory of national, state, county and municipal police officials of the United States was announced by the International Association of Chiefs of Police today. The directory, which will also include police executives and other law enforcement agencies of Canada and the principal foreign countries, will be completed within the next few months. 4

As a "Who's Who in Crime Control," the directory will provide authentic information for the officials of law enforcement agencies at all levels of government. It is designed to expedite immediate communication among police units in the search for criminals, the interchange of information and correlation of activities.

Preliminary information from 70 per cent of the 982 cities in the United States with populations over 10,000 discloses that their municipal police departments employ 92,469 police officers. About 450 of the departments in addition to handling law enforcement maintain their city's traffic controls, even as to lights, markers and meters. More than 900 communities and law enforcement agencies are served by police radio stations of 327 of these cities, several cities owning more than one station. The complete census will include all cities of over 5,000 population.

Listed in the directory for the local governments will be police chiefs, directors of public safety, and heads of traffic and identification divisions. State information will include names of superintendents of penal institutions, chief parole officers and man-power and equipment of state police and highway patrols. Commanding officers of all principal divisions of county police will be listed.

Officials of the various national law enforcement agencies such as the secret service and the narcotics bureau will be listed, as well as national police and main municipal police executives of the foreign countries.

* * *

Medical service

Recognizing sickness as the foremost cause for dependency, a committee of the American Public Welfare Association, in cooperation with more than 20 other professional medical and public health groups, will attempt to formulate a coordinated plan for the care of sick poor by local governments, it was announced today.

The committee will try to devise a plan which will eliminate duplication and diffused responsibility found to exist in the present administration of tax-supported medical care. A preliminary study disclosed the following typical set-up for local tax-supported medical service:

A general hospital and out-patient department; and salaried physician's service for home and office care operated by the city welfare department, and physicians' service, nursing and dental service paid for by the welfare department.

Tuberculosis, contagious disease and maternity hospitals, social disease clinics, child welfare and tuberculosis clinics operated by the department of health.

Also the county commission usually operates an infirmary for the care of the chronic sick, while other county departments frequently have the responsibility for paying for hospitalization and physicians' service for certain other classes of persons.

The committee found duplicating systems of home nurses' and physicians' care in many cities. For example, one set of physicians, under the department of health, was made responsible for diagnosing contagious disease in the home, and for providing quarantine or warning of the disease, while another set of physicians, under the welfare department, treated such patients.

Among the general principles on eligibility for tax-supported medical care recommended by the committee from its preliminary study are: that agreements concerning standards of eligibility should be developed by conferences of local officials and representatives of the medical profession. Also that the need for medical care should be determined by a physician and that the eligibility for care at public expense should be determined by the governmental agency responsible for payment.

Street cleaning

Use of civil service examinations to recruit street cleaning personnel in 31 cities is reported today by a committee of the American Public Works Association in a forthcoming volume, "Street Cleaning Practices," which analyzes the street cleaning organization and methods of 94 cities.

The volume shows that 26 of the 94 cities choose their entire street cleaning force by civil service, and five use competitive examinations to select part of their staffs. Among the larger cities using civil service in their street departments are: Buffalo, N.Y., Chicago, Ill., Cincinnati, O., Los Angeles, Calif., Milwaukee, Wis., Minneapolis, Minn., New York City, Philadelphia, Penn., St. Paul, Minn., and Washington, D.C.

Although the study declares that "no best method of organization can be applied indiscriminately to all street cleaning units," it sets forth general principles of organization. The size of the city, the amount of work to be done, the time within which it must be done, and the equipment, are important factors in determining the most satisfactory type of street cleaning organization, it points out.

Among the principles of organization listed by the committee are: clear and definite lines of authority and responsibility so that each employee may understand the duties he must perform, and sufficient supervisory work connected with each officer's position to provide full-time occupation, but not so much as to preclude opportunity for planning and appraisal of the work.

Another principle included by the committee declares that "when the kinds of work which must be performed vary widely as to skill, knowledge and methods, the arrangement of parts of an organization should be made so as to group together those jobs that require similar abilities and methods."

The 400-page reference volume will be published within the next week by the American Public Works Association.

With a number of the 200 terminal airports in the national civil airways system now facing an emergency situation as the result of larger planes, a joint survey of the "Airport Dilemma" to be published next week by the American Municipal Association and the American Society of Planning Officials suggests future planning possibilities which may aid in solving the problem.

The airport emergency exists in cities where the airports are now being used by air transport lines, and where the runways are too small to provide safe landing and takeoff facilities for the latest types of planes. Whether to invest further large amounts of money in these airports already operating at a deficit or to risk losing their position as air terminals comprises the dilemma, the survey declares.

Need for integrated planning that considers present and future requirements in building and operating airports is foreseen as a possible solution to the problem. The newly established Civil Aeronautics Authority is expected to serve as the agency to coordinate local and state airport plans, the survey points out. Under the Civil Airways Act passed at the last session of congress, the Civil Aeronautics Administrator will make an airport survey within the next six months.

The immediate financial problem facing cities with municipal airports is shown by figures of 361 airports from all parts of the country. Total expenditures of these airports exclusive of payment of interest or principal on bonds amount to \$762,767 annually, while the total receipts are \$457,443. The addition of interest and principal payments on bonds brings the total expenditures to \$1,334,319.

"Although failure to show an operating profit is not alone a valid reason for opposing local airport development, cities need further information regarding the value of their airports and the future plans of aviation before spending additional money in this development," the survey declares.

Municipal government

Twenty-five years of the city manager profession will pass in review at the Silver Anniversary Conference of the International City Managers' Association in Boston Sept. 26-29.

Although the council-manager idea itself dates back to 1908, the city managers have had an established organization since 1914, when eight of them from five states assembled in their first convention at Springfield, O., the I.C.M.A. disclosed today.

Sumter, S.C. was the first council-manager city. Dayton and Springfield, O. were the first large cities adopting the plan, following the Ohio floods of 1913. Since that year an average of 18 cities and counties annually have chosen government under the council-manager system. More than 11,000,000 people live in the 467 cities administered by managers. There are 455 council-manager cities and counties in 38 of the United States, including approximately one in every 5 cities of more than 10,000 population. Thirteen cities adopted the plan in 1937 and four cities have approved it thus far in 1938.

Early problems of the managers, according to the first conference program, dealt with training of municipal employees, public relations, finance and public utilities. Highlights of the 1938 program will be discussions of relief and welfare plans; housing; city planning and zoning; and personnel problems, including retirement systems for municipal employees, and dealing with employee organizations. More than 200 city managers and other municipal officials are expected to attend the 1938 conference.

A feature of the twenty-fifth anniversary program will be a special session presided over by Richard S. Childs, New York City, known as the father of the city manager plan.

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city managers and other municipal officials are expected to attend the 1939

Governmental research

Six large cities in the United States have established citizen-supported agencies for the study of municipal problems during the past twelve months, the Governmental Research Association reported today.

In Peoria, Ill., Atlanta, Ga. and Pontiac, Mich. these new agencies are municipal research divisions of chambers of commerce. In Hartford, Conn., Tulsa, Okla. and Los Angeles, Calif. they are independent organizations. Except in Los Angeles these new organizations are the only governmental research agencies listed by the Association in their respective communities.

Addition of the six new agencies to the G.R.A.'s roster brings the total number of cities with such organizations to 76, and the total number of municipal research agencies to 128, many of the larger cities having more than one agency.

Also named in the roster are many statewide organizations, such as state leagues of municipalities, state taxpayers' associations and bureaus of municipal and governmental research maintained by state universities. Additions to the state list include the following recently established organizations: Colorado Governmental Research Association, Inter-Organization Council of Indiana, Pacific Northwest Council on Education, Planning and Public Administration, New York State Bureau of Governmental Research, Illinois Legislative Council, Bureau of Public Administration of the University of Alabama, and the Institute of Public Affairs of Dalhousie University in Nova Scotia.

inclusion of
Included in the G.R.A. Directory for 1938-39 are more than 500 local, state, national and international organizations and institutions. At least one, and in some instances a score of organizations are listed in every one of the 48 states and the Territory of Hawaii, with the single exception of Wyoming.

SEP 2 1938

24,000 Families Secured Homes In Housing Projects Last Year, Report Shows

Approximately 24,000 new dwelling units were made available for occupancy in the nation's large-scale housing projects during the past year, the National Association of Housing Officials reported today. With the 13,500 living units previously reported occupied, close to 37,000 families now make their homes in federally aided projects located in all parts of the country.

The Association's annual project map just completed shows occupancy of 146 projects as of May 1, 1938, compared with the figure of 58 for May 1, 1937. Tenants are now living in 51 housing projects financed by the Housing Division of the Public Works Administration and its successor, the United States Housing Authority; in 82 Farm Security Administration projects; and in 13 large-scale rental projects financed through the Federal Housing Administration. One year ago the respective figures were 11, 45 and 2.

In addition to the dwelling units already occupied on May 1, the three federal housing agencies list other projects, approved or under construction, which will provide 25,000 more homes, according to the N.A.H.O. map. The USHA lists 23 such projects; the FHA, Rental Housing Division, 62; and the FSA, 2. Since May 1, USHA contracts have been approved for 21 cities which would supplement the total by nearly 21,000 dwelling units.

Large-scale housing projects of one type or another dot 36 of the states, with the greatest concentration in the East and Southeast. States lacking such projects are: Maine, Vermont, New Hampshire, Rhode Island, Delaware, North Dakota, South Dakota, Idaho, Utah, Oregon, Nevada and Wyoming.

Interest in forwarding housing plans is displayed in many of these states, anticipating the legislative sessions of early 1939, when cities of 15 states must make secure their participation in benefits of the USHA Act with housing authority enabling legislation. Meantime, construction of projects under FHA aid is rapid, owing to recent changes in rental provisions of the National Housing Act which provide wide use of mortgage insurance facilities for large projects composed of groups of apartments or of individual houses to be rented or sold.

Police - Selection

Police Recruiting Methods Need Revision With New Demands, Report Shows

With the growing complexity of crime, traffic and other police problems, cities are emphasizing scientific recruitment of new men for their police forces, a report by the International Association of Chiefs of Police pointed out today.

The old type of police examination, which tested a man's spelling or his knowledge of the location of the city buildings, with a character reference or two from friends, has been replaced by a careful analysis of candidates' intelligence and education, adaptability and physical condition, and impersonal character ratings, according to the report.

Modern recruitment methods as employed by those cities which regard the police service as a professional career, show these developments:

Top age-limit for entrance on the force set at 28 years or even lower.

Educational qualifications raised from grade school graduation to completion of high school.

Aggressive campaigns to interest the right type of young men in police work as a career.

Written tests designed to reveal the aptitude, intelligence and adaptability of the applicant rather than to test for knowledge of police duties and questions of law.

Medical and physical tests checking with standards prescribed by a national association of police and fire surgeons. Use of psychiatric examinations to determine whether applicants are temperamentally suited to police work.

Oral tests for personality, bearing and poise, by interviews with a ranking police officer, the city personnel officer, and others making up the interviewing board.

Thorough character investigation, including fingerprinting, which is cleared with the Federal Bureau of Investigation. Some departments are experimenting with the lie detector in connection with character investigation.

A probation period six to twelve months long, with efficiency ratings every two months.

An intensive training program before assignment to active duty.

The I.A.C.P. report points out that "in addition to securing high-grade men, rigid adherence to a formal recruiting system will eliminate appointments due to political pressure." The police chief can tell patronage purveyors: "Your man must be good, from what you say, and if he is, he will stand high in the examination."

1938 Public Works Congress To Be Held In New York City

The 1938 Public Works Congress of public works engineers and officials of the entire United States and Canada will take place in New York City October 3-5, the American Public Works Association announced today.

About 500 engineers and other municipal officials are expected to attend the three-day Congress.

Current problems of designing, constructing and operating public works of all kinds are scheduled for discussion during the first two days of the meeting. Sessions have been scheduled on snow removal experiences; sewerage problems resulting from modern developments, including air-conditioning; street and road design for safety; and street lighting standards for municipalities.

The final day's program, to be devoted to administrative problems in the public works field, will include lectures by authorities in each field on the following topics: Should Traffic Engineering Be in the Police or Engineering Department? Public Education As a Factor in Street Sanitation; Allocating Space for Underground Structures; Control and Regulation of Pavement Cuts; Newly Discovered Facts about Our Highway System; Traffic and Parking Control, Including Parking Meters; and Street Repair, Maintenance and Resurfacing.

The Congress delegates will make trips to inspect various public works projects in New York City, including incinerators, bridges, sewage disposal plants, housing projects and parkway developments. Following the opening formalities of the Congress, General Edward M. Markham, New York City Commissioner of Public Works, will describe the recently reorganized set-up of the public works department in New York City.

Motor Vehicle - Parker

Municipal Parking Lot Sets Pattern For Business Districts Of Future

Planned free parking lots are repaying the effort it took to secure them, Garden City, N.Y., population 10,000, car-parking capacity 775, reports to the International City Managers' Association.

Several years ago, when the seriousness of the parking problem first drew the city's attention, plans for free parking areas in the business and apartment house districts were made with the idea of providing the utmost convenience at minimum cost by acquiring rear- instead of valuable street-front property. The necessary land was acquired by condemnation at a cost of \$143,165, which was assessed against the business and apartment property benefited. Cost of improving the areas, which now total $8\frac{1}{2}$ acres, is being financed by bonds maturing in annual installments over a five-year period, plus small budgetary appropriations.

Garden City's municipal parking lots are surfaced with compacted cinders and asphalt. To make them as attractive and convenient as possible, all space not used for parking or driveways has been landscaped. Trees, shrubs and hedges are used to indicate the termination of parking lanes. This arrangement, coupled with a minimum number of standardized signs, has eliminated the necessity of attendants and parking lines. Sidewalks between parking lanes help avoid the dented bumpers often resulting from mass parking.

The parking field is so pleasant to look upon that one business store built last year faced its show windows and a main entrance into the lot. More customers were found entering the store from the parking field than from its main street entrance.

Garden City is only one of hundreds of municipalities now at work on various solutions to the need for parking space. A study under way by the American Society of Planning Officials and the International City Managers' Association shows that among cities of more than 25,000 population, one in every four has one or more municipally-owned parking lots.

Assessors To Study Reassessment By Films At National Conference

Assessors will go to the movies to see their fellow-officials in action every step of the way on reassessment jobs, when the National Association of Assessing Officers holds its annual conference in Cincinnati, O., October 19-21.

The program of the conference, announced today, will feature presentation of two recent large municipal property reassessment projects in Toledo and St. Louis, to be described in detail and illustrated with films by Assessors Hale T. Shenefield, of the Ohio city, and Ralph W. Coale, of St. Louis.

Meeting for their fifth annual conference, the assessors also plan round-table discussions covering such topics as development of building classification and cost schedules, special real estate appraisal problems, review and equalization of property tax assessments, and supervision by state tax commissions. Other important subjects will include discussion of the English rating and valuation techniques, in-service training methods for those who work in the assessor's office, recent legislation and court decisions on assessments.

Reports of the Association's Committees on Assessment Organization and Personnel and on Principles of Assessment Practice will be presented to the conference delegates, who are expected to attend from local and state governments throughout this country and Canada.

President of the National Association of Assessing Officers, which was established five years ago, is Dominic A. Trotta, Commissioner of Taxes and Assessments, New York City.

Michigan Cities Make Tax Bill Analysis For Citizens

Fuller explanation to John Citizen about what his taxes are used for may make him feel better about paying the bill, two Michigan cities believe.

Taxpayers of Plymouth, Mich., reports the International City Managers' Association, recently received with their 1938 tax bills a printed letter over the name of the city manager outlining briefly what the city proposed to do with the tax money this year and urging more extensive use of the public services. Royal Oak, Mich., is distributing to each home in the city during the tax collection period an attention-getting four-page folder which shows the individual cost of the various municipal services per year, per month and per week, for homes assessed at \$1,000, \$2,000 and so on, up to \$9,000.

* * *

California State Employees Given Driving Tests

Employees of the California state auditor's office, law enforcement departments, field workers and others who operate automobiles on duty must pass a test on traffic laws and driving ability, the Civil Service Assembly of the United States and Canada reported today. Recent action by the California State Personnel Board added this requirement to the civil service entrance test for these positions, following a survey of accident statistics on state employees.

Numerous states and municipalities require driver tests from traffic officers, truck drivers and the like, but the California requirement for other car drivers in the state's employ is a new departure, according to the Civil Service Assembly. California already has a general drivers' license law.

* * *

New Mexico 46th State To Adopt Direct Primary

Voters of New Mexico will join those of 45 other states in choosing candidates for public offices by direct primary in its elections of 1940, the Council of State Governments reported today. Action of the New Mexico special legislative session, just adjourned, leaves Connecticut and Rhode Island the two states that select all candidates by party convention.

This year is the thirty-fifth anniversary of the first adoption of the mandatory, complete state primary, which occurred in Wisconsin and Oregon in 1904. The primary was first used in Crawford County, Pennsylvania, in the late 1860's. By 1917 all but four of the states had adopted some form of direct primary, although the laws were not at all uniform. Many of the states have revised or amended their primary laws since that time.

Direct primary laws are mandatory in 4 states. In Alabama, Arkansas, Delaware, Georgia and Virginia political parties are allowed the option of its use. New York employs the primary only for candidates for United States representative and state legislative seats, nominating for other state offices and for United States Senate by party convention. Indiana likewise requires the nomination of United States senators and state officers by convention. Arizona and Washington, in addition to other offices, nominate supreme and superior court judges by party primary. Nebraska and North Dakota include state superintendents of schools on the primary slate.

Although 40 of the 45 direct primary states have "closed" primaries under which the voter must declare his party affiliation, the stringency of party membership proof varies. In North Dakota, Iowa, Georgia, Vermont, Delaware and Maine, the voter may ask for the ballot of any party, and his membership in it is assumed. Several other states prohibit voting in a party primary unless the voter's name appeared on the enrollment list of the same political party in the previous primary. The "open" primary, existing in Idaho, Minnesota, Montana, Washington and Wisconsin, asks no test of party affiliation. Washington's primary is unique in offering a blanket ballot that does not even show the candidates' political affiliations. Under the new Idaho law names of candidates for all parties are printed on one ballot and the voter designates his party in the privacy of a voting booth.

* * *

Fatal Traffic Accidents Cut 34 Per Cent in Cities with Accident Prevention Bureaus

Reduction of fatal traffic accidents averaging 34 per cent in 17 cities during the last year, following the installation of accident prevention bureaus, is disclosed today in the annual report of the safety division of the International Association of Chiefs of Police. The report reveals reductions in all types of traffic accidents in cities for which the Association's safety division installed the bureaus.

Seven of these cities showed a reduction of more than 50 per cent in fatal traffic accidents over the previous year. These cities and their percentages are: Evanston, Ill., 100; Saginaw, Mich., 63; Louisville, Ky., 58; Columbus, O., 54; Detroit, Mich., 52; Bridgeport, Conn., 50; and Greenwich, Conn., 50.

The report also disclosed a decrease of 25 per cent in traffic deaths and an average reduction of 26 per cent in personal injury accidents for the 17 cities during the one-year period ending Aug. 1, 1938. The reduction in traffic deaths ranged from four to 70 per cent, Greenwich, Conn. topping the list with the 70 per cent decrease. Detroit reduced its traffic fatalities 43 per cent; Dayton, O., 36 per cent; Saginaw, Mich., 35 per cent; and Louisville, Ky., 34 per cent.

In installing the accident prevention bureaus, members of the Association's safety department staff conducted surveys of the traffic problem for each city. Such factors as traffic hazards, special danger zones, traffic engineering problems, and the number and placement of traffic policemen were considered in every survey.

After completing the preliminary surveys the safety division made recommendations such as the installation or elimination of traffic signals and signs, widening of streets, changes in parking regulations, and additions or transfers of assignments of traffic police. The division also conducted special courses of instruction for traffic police.

Accident prevention bureaus have been installed in Syracuse, N.Y.; New Haven, Conn.; Cincinnati, O.; Hartford, Conn.; Miami, Fla.; Atlanta, Ga.; Oakland, Calif.; Waterbury, Conn.; South Bend, Ind.; and Chattanooga, Tenn., in addition to the other cities named. Installations have been started in Cleveland, O., and the Indiana State Police department. Surveys preliminary to the installation of accident bureaus have been completed in Los Angeles and Long Beach, Calif., and Memphis, Tenn.

The report of the safety division was presented at the recent annual conference of the International Association of Chiefs of Police.

City Officials to Hold National Forum in Chicago, Oct. 5-7

With invitations extended to 4,500 city officials, representatives of municipalities throughout the country will hold the fifteenth annual National Forum on Municipal Problems in Chicago, Oct. 5 to 7, the American Municipal Association announced today.

Although fiscal problems, including the financing of relief, will receive foremost attention of the city officials, the three-day forum will also deal with many other major municipal problems. Representatives of between 15 and 20 cities in as many states will present brief statements on "The Biggest Problem of Cities In My State," at the opening session. Mayor Edward J. Kelly of Chicago will welcome the officials at a luncheon on the opening day.

Addresses scheduled for general sessions of the forum include those on the possible effects of federal taxation of municipal bonds and salaries, what cities can do about their financial problems, and the distribution of road-user revenues for city street improvement.

Round-table discussions will include such topics as municipal insurance, home rule, tax limitation and homestead exemptions, housing, and municipal legal problems.

Leonard C. Calhoun, attorney for the federal Social Security Board, will address the forum on possibilities for extending social security benefits to municipal and state employees. Airport development under the recently-established Civil Aeronautics Authority will be discussed by a member of the Authority.

John W. Studebaker, United States Commissioner of Education, will address a luncheon meeting of the forum on the subject of "Development of Public Service Training." Other speakers already scheduled include Carl H. Chatters, Executive Director of the Municipal Finance Officers' Association of the United States and Canada; and Franklin B. Holmes, director of the New York state retirement system.

Morton L. Wallerstein, Executive Secretary of the Virginia League of Municipalities, is president of the American Municipal Association.

Government Units Integrate Agencies For Aiding Blind

Cooperation of 39 states with the federal government on programs to aid the blind was noted today by the American Public Welfare Association. In these states development has been rapid toward integrating services for the blind in one agency.

Although state agencies for the blind have been functioning since 1908, when Massachusetts established a permanent commission for the blind, the trend toward integration of the various agencies under departments of welfare has occurred mainly under the administration of the federal Social Security Act, Evelyn C. McKay, of the American Foundation for the Blind, reported to the Association.

Annual expenditures for service to the blind are estimated at approximately \$10,500,000 in these states, with state and federal government sharing the costs. Included in the services is complete registration of the blind in order to record their needs and enable planning to meet them. The services also include determination of the degree of blindness of each person registered and of the likelihood of improvement or restoration of vision.

Among the types of aid undertaken are education of the young blind and re-education of the adult who becomes blind after school age. The agencies set up vocational guidance and training of young blind and blind adults, secure employment or direct financial aid for those without means of self-support or aid from relatives.

This work is supplemented by programs for prevention of blindness and conservation of vision. Education of the public to realize that blind persons are individuals, not a "class," and are capable of leading normal, active lives is also a part of the integrated program.

"Consolidation of the services for the blind under departments of welfare," Miss McKay said, "has been brought about by the realization that solution of the problem is thought best approached on the case work basis."

Of the states administering aid to the blind under plans approved by the Social Security Board, California, Ohio, New York, Indiana and Oklahoma show the highest numbers of recipients of aid -- all more than 2,000. About 42 people per 100,000 estimated population throughout the country receive aid because of this infirmity. The average aid per recipient is approximately \$23.00 a month.

Housing Officials to Meet in Washington, October 11-14

More than 700 housing officials--members of the nation's "newest profession"--will hold their sixth annual conference in Washington, D.C. Oct. 11-14, the National Association of Housing Officials announced today. The conference will be the first for approximately 150 directors of local housing authorities who received their appointments during the past year, and will bring together local, state and federal housing officials.

Directors of the four federal agencies concerned with housing will address the conference on the opening day. They are Nathan Straus, United States Housing Authority; Stewart McDonald, Federal Housing Administration; John H. Fahey, Federal Home Loan Bank Board; and Will Alexander, Farm Security Administration.

Developments in the housing field will be discussed in reports of 25 local and state housing agencies.

Problems to be discussed at round-table sessions in which housing managers, technical consultants, local housing authority members and planning officials will participate, will include those of housing standards and design, local authority organization and procedure, public relations, neighborhood rehabilitation, demolition, and the use of housing surveys.

Chairmen of the round-tables include: Frederick L. Ackerman, Technical Director, New York City Housing Authority; Ernest J. Bohn, Executive Director, Cleveland Metropolitan Housing Authority; Paul L. Strait, Director, Youngstown Metropolitan Housing Authority; Ira S. Robbins, Counsel, New York State Board of Housing; Raymond Voigt, Manager of Parklawn, Milwaukee; Warren J. Vinton, Chief Economist of USHA, and Ernest M. Fisher, Director of Research and Statistics for FHA.

There will be general sessions on such subjects as housing with respect to health, education, welfare and civil service, and the program for rural housing. Officials attending the conference will also inspect local housing projects and the United States Bureau of Standards.

Bleecker Marquette, consultant to the Cincinnati Metropolitan Housing Authority and executive secretary of the Better Housing League, Cincinnati, O., is president of the National Association of Housing Officials.

Nation's First and Second Largest Cities Plan Land Use Surveys

Possibilities for extending city planning activities in the nation's first and second largest metropolitan centers, through land use surveys similar to that recently completed for Los Angeles County, Calif. were reported today by the American Society of Planning Officials.

Proposed for New York City are extensive studies of slum areas and of areas containing a large amount of vacant property. One of the major uses of such studies would be the determination of locations for low-rent housing projects.

Chicago expects to undertake shortly the first comprehensive land use survey and real property inventory ever made of the city.

A land use survey of the metropolitan area has just been made under the direction of the Los Angeles County Regional Planning Commission. This survey of 877 square miles of Los Angeles County covers residential, commercial and industrial property, highways and recreation areas in the city of Los Angeles and in a number of cities and towns in Los Angeles County.

It provides data which is basic for a planned program of physical development of the metropolitan section, including planning divisions such as highway planning, zoning, housing and subdivision control.

* * *

75 Cities Adopt Uniform Methods of Determining Drunkenness

More than 75 municipal police departments are using uniform motor vehicle intoxication reports to determine proof of drunken driving, the International Association of Chiefs of Police reported today.

A feature of the report forms, approved by the I.A.C.P., is the collection of evidence that the alleged drunken driver's physical condition or judgment was impaired by the influence of alcohol. The reporting system rules out pathological conditions that produce symptoms similar to alcoholic intoxication by such questions as: "Are you ill?" "Are you under a doctor's care?" "Are you taking medicine?" "How much sleep did you have?" On the reverse side of the forms are recorded results of widely used chemical tests such as blood and breath analyses.

Among cities that have adopted the uniform report forms are Detroit, Mich.; Kansas City, Mo.; Pittsburgh, Penna.; Oakland, Calif.; Buffalo and Syracuse, N.Y.; and Houston, Tex.

* * *

...for extending city planning activities in the nation's future and
at metropolitan centers, through land use surveys similar to those conducted
...expose to understand shortly the first
...inventory ever made of the city.

A ... of the Los Angeles County Regional Planning Commission. This survey of
...property, highways and recreation areas in the city of Los Angeles and in a number of
cities and towns in Los Angeles County.
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...to determine proof of drunken driving, the International
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...physical condition or judgment was impaired
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...to alcoholic intoxication by such a person as "no
...doctor's care?" "Are you taking medicine?" "How much sleep
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Eight Cities Collect Sales Taxes; Many States Limit Extension to Municipalities

Although cities throughout the nation are seeking new revenue sources, only one adopted a new city sales tax law during 1938, the Federation of Tax Administrators reported today. Philadelphia was the only city to enact a sales tax for the first time, bringing the total number of municipalities administering the tax to eight.

New York City renewed its city sales tax enacted in December 1934, and New Orleans substituted a one per cent sales tax for a two per cent luxury tax, during the year. All three of these metropolitan centers place the sales tax on their list of "emergency" levies, with the laws limited to one or two-year periods. The sales tax revenue in these cities is being used to finance relief or other public welfare expenditures.

Extension of sales taxes to other cities has been curtailed partly because the laws of most of the 23 sales tax states reserve the right to levy such a tax to the state, the Federation said. In West Virginia, where the state law makes no such restriction, the cities of Charleston, Huntington, Bluefield, and Morgantown have collected sales taxes for several years.

The sales tax was administered by a number of cities in Missouri prior to June, 1937, when the state legislature passed a law which barred municipalities from exercising this power. St. Louis, which has the status of a county, retained the tax.

The city of New Orleans, which obtained special permission under the state law to collect a sales tax, receives its revenue from this tax from the state. Residents of New Orleans pay a tax of two per cent instead of the regular one per cent state sales tax. The entire tax is administered by the state and turned over to the city treasury.

Sales taxes adopted by 23 states since 1921 annually produce about \$350,000,000, and rank as the third most important source of all state tax revenue.

Cooperation of Citizens and Officials Found Necessary to Check Street Littering

Responsibility of public health officials, police and the courts for lowering the cost of street cleaning and improving the appearance of cities by reducing the amount of street litter is emphasized today in the volume, "Street Cleaning Practices," just published by the American Public Works Association.

Although the volume, which surveys the street cleaning practices of 94 cities, points out that few cities obtain good cooperation of their citizens in keeping streets and sidewalks free from litter, it places the responsibility for remedying this situation with public officials.

"People do not intentionally make street cleaners' work more difficult, and they do not purposely make the cost of street cleaning and consequently their own tax bills higher," the book declares. "People do not wilfully add to the unsightliness of their community. When they carelessly throw discarded articles or other refuse into the streets, they do it because everyone else does it, or because they have never been made to realize the bad effects of their actions."

The volume declares that "most people will cooperate in the improvement of their city when they realize what they should do. Others will fall into line because they fear adverse public opinion or criticism, and a small minority will not respond to any inducement except the fear of punishment."

Public education and the enforcement of anti-litter ordinances by the police and the courts are held as important factors in maintaining clean streets. The book also points out the importance of placing a sufficient number of containers for waste paper and rubbish for the convenience of citizens.

It states that while there is little information as to the proper number of rubbish containers or their proper spacing, most city officials state that they do not have enough. Some cities have found that the placing of one container on each corner of downtown intersections is not sufficient. The city of Oakland, Calif. provides 4.6 containers for each 1,000 population, while New York City provides 3.6, Berkeley, Calif., 2.4, and Hartford, Conn., 1.8.

The book points out that while most cities have anti-littering ordinances, only a few make an effort toward continuous enforcement or education against littering. More or less continuous educational and publicity campaigns against littering are carried on in the cities of Buffalo, N.Y.; Detroit, Mich.; Duluth, Minn.; Flint, Mich.; Grand Rapids, Mich.; Irvington, N.J.; Kenosha, Wis.; Newark, N.J.; New York City; Philadelphia, Pa.; Pittsburgh, Pa.; Seattle, Wash.; and University City, Mo.

City Managers to Open Conference in Boston, Monday

Problems that face American cities today will be discussed by 150 members of the city manager profession at the silver anniversary conference of the International City Managers' Association in Boston, September 26-29. The addition of city clerks, finance officers, mayors and other officials from nearly 40 states is expected to raise the conference attendance figure to more than 300.

The complete program, announced today, lists 74 city managers with assigned subjects, and 16 other speakers.

With council-manager governments ranging from small sized towns to large metropolitan centers, a feature of the conference will be a "three-ring" breakfast session by population groups. Representatives of cities under 10,000 population will discuss such topics as the small city's provision for welfare and health services, and whether the profits of city-owned utilities should be used to reduce rates or to keep taxes down. R. E. Windom, city manager of Westerville, O., is chairman.

Managers of cities from 10,000 to 30,000 population, with Bill N. Taylor, city manager of Longview, Tex., chairman, will deal with retirement provisions and security for employees during periods of unemployment. The session will also include such topics as the best methods of informing citizens about municipal services and their costs, and small city airport problems.

Obtaining additional revenues, in-service training of city employees, and the automobile parking problem will be considered by managers of cities over 30,000 population. L. P. Cookingham, city manager of Saginaw, Mich., will preside.

Scheduled for formal addresses are Henry P. Kendall, president of the Kendall Company, Boston, who will talk on principles of private management applicable to public management; Hugh R. Pomeroy, chief of field service, American Society of Planning Officials and National Association of Housing Officials; Coleman Woodbury, director, National Association of Housing Officials; Frank Bane, executive director, Social Security Board; Richard S. Childs, New York City, originator of the city manager plan; Charles E. Merriam, department of political science, University of Chicago; and Arthur N. Holcombe, chairman of the department of government, Harvard University.

E. L. Mosely, city manager, Colorado Springs, Colo., and president of the Association, will act as chairman of the opening luncheon on Monday, at which Charles J. Fox, Boston city auditor, will be the guest of honor.

County Zoning Accomplishes Roadside Control in California

First large-scale application of county zoning principles as a part of a roadside beautification and safety program along several thousand miles of California highway was noted today by the American Society of Planning Officials.

San Mateo County and its neighbors, Santa Clara, Monterey and Marin, are the jurisdictions which within the past five or six years have established strict regulation of roadside use by zoning ordinances. Kern and Santa Barbara Counties have also pioneered in this field and several other counties are joining the movement.

The result of county zoning in San Mateo County is 1,000 miles of billboard- and business-free highways and county roads. San Mateo, San Francisco and Santa Clara Counties are now joining with the state in the development of Junipero Serra Boulevard as a parkway, to be protected both by its design and by zoning. In San Mateo County this thoroughfare will have a 240-foot right-of-way, with frontage restricted to family residences. Santa Cruz County, smallest in the state, zoned about a year ago to cover 75 miles of highway. Monterey County zoning regulates structures along the 70 miles of its new coastline highway. Marin County recently made its zoning ordinance retroactive.

The California counties, reports the Society, regulate business areas along the road as to size, location, and building setback. Businesses are restricted to those necessary to the traveling motorist. The zoning laws supervise the architecture of roadside buildings to keep them up to a certain standard of design.

Elsewhere in the country, Fairfield County, Conn. and Glynn County, Ga. provide examples of county zoning regulation to control highway usage. Westchester County, N.Y. and several other places have adopted the parkway principle, whereby the right-of-way is wide enough to control roadside uses.

Strictest exercise of roadside control is that of the National Park Service, which since 1935 has been an increasingly large parkway builder. The federally built parkways require a right-of-way averaging 800 feet in width, plus 50 acres a mile for rights in land guaranteeing full view of the rural scene. No frontage on private land can be used for commercial purposes. All business buildings are designed by and operated under control of the National Park Service.

Civil Service Officials of Two Countries Will Meet in Washington Oct. 17-21

Representatives of civil service and public personnel systems from almost 900 national, state, county, and city jurisdictions in this country and Canada will attend the thirtieth annual meeting of the Civil Service Assembly of the United States and Canada in Washington, D.C., October 17-21, the Assembly's headquarters announced today.

With federal, local and state cooperation stressed as a means of improving governmental personnel systems, the conference will first hear reports of developments in civil service during 1937-38 from personnel officials and leaders of civic groups. Representing the civic groups will be H. Eliot Kaplan, executive secretary, National Civil Service Reform League; Miss Marguerite M. Wells, president, National League of Women Voters; and Henry Reining, Jr., chairman, Public Personnel Standards Committee, United States Junior Chamber of Commerce.

Topics to be discussed during the first two days of the conference will concern federal-state relationships in personnel administration, with respect to social security legislation, public employment services, and the use of joint examinations and joint eligibility lists by groups of civil service agencies.

New techniques in testing applicants for civil service jobs and employees for promotion will be discussed in two simultaneous breakfast sessions the third day of the meeting. These meetings will be followed by a general session on fingerprinting applicants for public positions. Health and safety activities for government employees, including cooperative medical care and accident prevention, highlight the program of the last two days, along with a detailed discussion of in-service training of employees at all levels of government. Reports will be given by the civil service model law committee and by the Assembly's committee on professional standards.

Among speakers for the conference are: Dr. Leonard D. White, professor of political science, University of Chicago, and former United States Civil Service Commissioner; Luther Gulick, director, Institute of Public Administration and Director of Research for the Commission of Inquiry on Public Service Personnel; Quinn Tamm, chief of Identification Division, Federal Bureau of Investigation; R. R. Zimmerman, Director of Personnel, Home Owners' Loan Corporation; Edward R. Granniss, National Safety Council; William E. Mosher, Director, School of Citizenship and Public Affairs, Syracuse University.

Also, Gordon R. Clapp, Director of Personnel, Tennessee Valley Authority; Arthur S. Flemming, Director, School of Public Affairs, American University; and John W. Studebaker, United States Commissioner of Education.

Charles H. Bland, Chairman of the Civil Service Commission of Canada, Ottawa, is president of the Assembly.

Durham, N.C. Cab Operators Insured under New Plan

Taxicab riders in Durham, N.C., under a recent ordinance, are guaranteed property and personal damage insurance, with cab operators required by the city to maintain their own claim fund, reports the International City Managers' Association. Instead of furnishing liability insurance or surety bonds, operators of cabs pay \$10 per month per vehicle into their special "association" treasury. This practice will continue until a minimum fund of \$20,000 has accumulated which must be constantly maintained to pay claims.

The limits of damages which cab companies may pay from the fund under the ordinance are \$2,500 for injuries to one person in one accident, \$5,000 for injuries to more than one person, and \$500 for property damages.

The Durham ordinance prescribes the methods whereby cab companies may become members of the association, regulates the scale of fees, and gives the city council control without involving the city itself in the insurance business.

Municipal regulation of insurance provisions for taxicabs has developed gradually, according to the I.C.M.A. Investigation of laws and ordinances in effect a few years ago in 79 of the large cities showed insurance required in 30 cities by ordinance, in 36 others by state law. Of 46 smaller cities, 15 provided such regulation under the local ordinance, 20 by state law. Damage limits generally are about the same as prescribed in the Durham ordinance.

* * *

Cities Add Sewer Rental Charges for Revenue

Several hundred cities in the United States make special rental charges for use of their sanitary sewers, preliminary figures from a forthcoming joint survey by the American Public Works Association, the Municipal Finance Officers' Association and the American Municipal Association indicated today.

Among the varied types of rate base listed for rental charges are: number of plumbing fixtures, metered water consumption, number of sewer connections, type of property, and number of persons.

Among the large cities making special charges for sewer usage are: Phoenix, Ariz.; Baltimore, Md.; Brockton, Mass.; Flint, Mich.; Winston-Salem, N.C. and Fargo, N.D.

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Thirty-four States Adopt Permanent Registration

More than six million voters in a dozen of the metropolitan cities, and a large proportion of those in voting districts elsewhere in the country now record their right to ballot under permanent registration systems, information from the Governmental Research Association showed today.

The system, under which the voter registers personally once, and remains on the voting list as long as he is a qualified voter in the same district, is in use by jurisdictions in 34 states. It was early put into practice in Boston in 1896. New York voters on November 8 will vote on a constitutional proposal to authorize legislative action for permanent registration for that state. Baltimore's permanent registration law, enacted recently as a part of a general measure for Maryland cities, becomes effective in 1939.

Four states--Maryland, Pennsylvania, Missouri and Illinois--were added to the permanent registration list during 1937-38, legislation for the latter two states covering special cities only. Besides these states, the total list includes Alabama, California, Colorado, Connecticut, Delaware, Florida, Georgia, Idaho, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Mississippi, Montana, Nebraska, Nevada, New Jersey, North Carolina, Ohio, Oklahoma, Oregon, Utah, Virginia, Washington and Wisconsin. The laws are state-wide in effect in only 18 of these states.

The permanent registration acts recognized by election authorities as most adequate contain provisions designed to safeguard against fraudulent use of the system, such as padding the voting lists. Among these safeguards are the requirement of the voter's signature for identification at the polls, provision for checking registration lists regularly, and maintenance of a central alphabetical file on all voters, so that any attempt to register in more than one district may be checked upon immediately.

Various methods are used for periodic revision of the voting lists. Detroit election authorities, for example, send a mailing list correction card for each voter to the post office, which for a one-cent fee marks changes of address. In Milwaukee and Boston, police canvass the city to check voting lists. Other city election boards check records of moving van companies, water, telephone, gas and electric service lists, death notices and changes of name and address by marriage records.

First Manual of Water Works Accounting to Be Published About Oct. 15

The first manual to integrate all phases of water works accounting, and to contain procedures applicable to all of the approximately 15,000 public and private water utilities throughout the country, will be published jointly about October 15 by the Municipal Finance Officers' Association of the United States and Canada, and the American Water Works Association.

The manual was prepared under the joint supervision of the M.F.O.A. and the American Water Works Association. Hal F. Smith, of the Department of Water Supply, Detroit, Mich., served as chairman of the committee of the American Water Works Association, and M. F. Hoffman, Commercial Superintendent, Department of Water Works, Cincinnati, O., as chairman of the Municipal Finance Officers' Association committee.

Foremost among the purposes of the manual is the setting up of accounting systems which can be used effectively in the management of a water works plant. Such information would be used to inform public service commissions, creditors, stockholders, municipalities and customers of the financial condition and operation of the plant.

Under the accounting methods set forth in the manual "it is possible for outside auditors to determine readily whether all funds have been properly accounted for, and all transactions handled in accordance with sound accounting principles," the two publishing committees said. "Unless proper records are kept, the work of auditors in preparing reports is made difficult and costly," the committee pointed out.

For his work in preparing the manual, Mr. Smith was recently granted the George Fuller award for outstanding service by the American Water Works Association. This award is made annually to one man in each section of the Association.

* * *

Public Works Congress to Cover Three-Part Municipal Engineering Job

Five hundred engineers and other municipal officials who meet for the 1938 Public Works Congress in New York City, October 3-5, will discuss three phases of the municipal engineering job, J. Eugene Root, president of the American Public Works Association, said today.

The program has been organized for the three divisions of the Association, with the following chairmen: design and construction division, Fred T. Paul, City Engineer, Minneapolis, Minn.; operation and maintenance, Harold D. Bradley, Street Commissioner, Toronto, Can.; administration division, Laurence G. Lenhardt, Superintendent and General Manager, Detroit Board of Water Commissioners.

The design and construction division will have sessions on sewerage problems resulting from such modern developments as air conditioning and garbage grinding; street lighting standards; and safety factors in street and road design. Speakers will be E. J. Cleary, Assistant Editor, Engineering News-Record; Ellsworth Francisco, Bureau of Lighting Engineer, Newark, N.J.; and Grant Mickle, Consulting Traffic Engineer, Ann Arbor, Mich. Perry A. Fellows, Assistant Chief Engineer, Works Progress Administration, will also address the group in an appraisal of the accomplishments of the W.P.A. program.

For the operation and maintenance division, round tables have been arranged on refuse disposal for small municipalities and on snow removal experiences. Speakers at other sessions for the division will be Loron G. Kurtz, Deputy Commissioner of Sanitation, New York City, and D. Benton Biser, Director, Commission on Governmental Efficiency and Economy, Baltimore, Md.

The administration division will discuss the placement of traffic engineering in the police or engineering department, with Robert A. Mitchell, Traffic Engineer, Department of Public Safety, Philadelphia, Pa., speaker. Other speakers on subjects relating to administration will include Matthew Napear, Secretary, Department of Sanitation, New York City; G. R. Thompson, City Engineer, Detroit, Mich.; Charles E. Brokaw, Superintendent, Highway Maintenance Division, Cincinnati, O. Interpretation of the recently collected national-state highway survey data will be given by Herbert S. Fairbank, Chief, Division of Information, United States Bureau of Public Roads, Washington, D.C.

In addition, panel discussions have been arranged on traffic and parking control and on street repair and maintenance problems. Special features of the Congress include inspection of New York City's public works activities, which will be described by E. J. McGrew, Jr., Deputy Commissioner of Public Works, New York City; a visit to the World's Fair Grounds; and presentation of awards to members of the Association who are veterans in the public works service.

Use Taxes in 15 States Protect, But Bring Little Revenue

Enlistment of the use tax as a compensating levy upon goods that have been bought outside, and then brought into, a sales-tax state, thus escaping the tax, is more a protective measure in connection with interstate commerce than a revenue source, information supplied by the Federation of Tax Administrators showed today.

For seven of the 15 use- and sales-tax states for which comparable figures are available, the proportion of use to sales tax collections was found to range from 1.37 in Ohio to 6.06 in Oklahoma. Use tax collection figures for these states last year were \$682,609 and \$338,917, respectively, Oklahoma's on a six-month basis.

Besides keeping business at home by leveling competition between retail merchants in jurisdictions with sales taxes and in those without them, the use tax often garners revenue on certain commodities retailed in intrastate transactions that escape the state sales tax, the Federation pointed out. This is because the use tax is based upon the privilege of use, "purchased for use," "storage" or "consumption." In Michigan, for example, the sale of electricity by municipally owned electric plants escapes the sales tax. The Michigan use tax, however, applies.

Fifteen of the 23 states now levying sales taxes also levy complementary use taxes. They are: Louisiana, with a 1 per cent levy; Arkansas, Colorado, Iowa, Kansas, Mississippi, North Dakota, Oklahoma, Utah, Washington and Wyoming, with 2 per cent taxes; and California, Michigan, North Carolina and Ohio, with 3 per cent. The cities of New York, Philadelphia and New Orleans also employ use taxes in conjunction with their municipal sales taxes.

Most of the use tax acts exempt from levy the use of articles which have already been subjected to a sales tax in the state where they were purchased. If a sales tax has been paid outside the jurisdiction at a rate less than the use tax rate, however, the exemption is usually not complete, and the difference is taxed.

Exemptions on the tax range from \$100 in goods value a month down to \$10 a month among the states. Exemptions of these amounts, which take care of the purchaser of small or occasional goods across the state line, account in part for the size of collections.

More Than 500 City Officials to Attend Forum on Municipal Problems

Municipal and federal government officials were named today by the American Municipal Association as speakers at the fifteenth annual National Forum on Municipal Problems to be held in Chicago, October 5 to 7. More than 500 city officials representing every state will attend the forum.

Federal officials to appear on the program include: Clinton M. Hester, recently appointed administrator of the Civil Aeronautics Authority; John W. Studebaker, United States Commissioner of Education; Leonard C. Calhoun, attorney for the Social Security Board; and Herbert S. Fairbank, Chief of the Division of Information, United States Bureau of Public Roads.

Mayor Edward J. Kelly of Chicago will give the welcoming address at a luncheon October 5, with the response and presidential address by Morton L. Wallerstein, Executive Secretary of the Virginia League of Municipalities and President of the American Municipal Association.

The opening session of the forum will feature talks by presidents of State Leagues of Municipalities on the subject, "The Biggest Problem of Cities in My State." State league presidents scheduled to date are: Perry Jaastad, Tucson, Ariz.; Leo J. Smith, Marysville, Calif.; Howard Payne, Kansas City, Kan.; E. W. Campbell, Hallowell, Me.; Charles D. Osborne, Auburn, N.Y.; K. J. McCarren, Detroit, Mich.; Earl Hagerman, Dayton, O.; Charles S. Huggins, Marshfield, Ore.; R. G. Williams, Bryan, Tex.; Hobart Dawson, Bellingham, Wash.; Alban M. Smith, LaPorte, Ind.; and Roger T. Sermon, Independence, Mo.

Many of the major problems confronting cities will be discussed during the three-day meeting, with relief financing, the effects of tax limitation laws, and retirement systems for public employees among the subjects for consideration. The officials will discuss their mutual problems at several round table sessions, in addition to hearing formal speeches.

Eighty-five City Clerks Contribute to First Guidebook on Their Duties

Experiences of 85 city clerks in performing their official tasks contribute to the first guidebook on the duties of the city clerk's office, just published by the International City Managers' Association.

The guidebook is based on the principle that the minutes of the city council must be accurately made, properly indexed and safely kept---that they must be available to the citizen or official now or 100 years hence. In formulating procedures based on this principle, the book asserts that the foremost considerations are accuracy, speed, practicability, frequency of use and expense.

The book shows that the city clerk's duties are among the oldest in municipal government, most cities having kept the records of their business since their incorporation. The official records of New York City go back to 1654; Cincinnati, O., 1813; and Toledo, O., to 1837. California cities are among the few which have minutes recorded before their incorporation. A number of these cities functioned under Spanish and Mexican rule before becoming a part of the United States.

* * *

Definition of Campaign Gifts Narrowed by Attorney-Generals

Stricter interpretation of state corrupt practices acts, to limit the aid of gifts in vote solicitation, was noted today by the Attorney-Generals Section of the Council of State Governments.

Two recent opinions of state attorney-generals are among interpretations that narrow the restriction. Attorney-General Clair Roddewig of South Dakota ruled that "things of value," banned as campaign gifts, included match-boxes, thereby forbidden. Similarly, Attorney-General William S. Ervin of Minnesota ruled it illegal for candidates to pass out cigars, sticks of chewing gum and lead pencils.

Most of the state laws are designed to prohibit loans and contributions in money or gifts of anything of value by candidates to induce any person to vote for him, or to work for his election.

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SEP 30 1938

"Eugenic" Marriage Laws Effective In Eight States

With New Hampshire's "eugenic" marriage law effective Saturday, October 1, eight states now require pre-marital blood tests for both bride and bridegroom to prevent marriages of those suffering from social disease, information from the Council of State Governments showed today.

Oregon, whose present law applies to males only, will enforce it for both marriage parties if a November referendum carries. In Kentucky a blood test law applicable to both men and women becomes effective January 1, 1940. Other states with laws already effective include New Jersey, New York and Rhode Island, which first applied them this year; and Connecticut, Illinois, Michigan and Wisconsin.

In addition to these states, five others--Alabama, Louisiana, North Dakota, Texas and Wyoming--require only the prospective bridegroom to furnish a physician's certificate of complete health. Personal affidavits to the same effect are demanded by 11 other states, but they make no provision for physical examination and prescribe no penalties for giving false information.

While most of the states, according to a survey by the Council, experienced some decline in marriage statistics when their blood-test laws became effective, only two of them--Rhode Island and Wisconsin--have any measures designed to curb evasion commonly practiced by visiting cross-border Gretna Greens. The Rhode Island law requires that residents married in other states who return to live in Rhode Island submit to a physical examination, including blood test, within six months.

In Wisconsin, an attorney-general's opinion states that parties with social disease who marry out of the state to avoid the state marriage law, and later reside in the state without filing certificate, may be prosecuted under the public health law. Attorney-generals of a few other states have issued opinions that clerks licensing marriages without examination certificates in states with blood-test laws can be prosecuted.

While Rhode Island and Wisconsin reported little change in marriage statistics since their blood-test laws became effective, up-state New York experienced a 50 per cent decrease in July, 1938 marriage figures from July, 1937, with non-resident marriages dropping 77 per cent. Connecticut reported a decrease of nearly 5,000 marriages during the first year after the law became effective in January, 1936. Marriage licenses granted in Cook County, Ill. for the first eight months of 1938 numbered 20,755 as compared to 30,674 for the first eight months of 1937. Illinois' law dates back to July 1, 1937.

Few figures on findings of the pre-marital tests, such as the number of marriages prevented, are available from the states. In many states, counties are the only agencies from which marriage statistics are available; in several of them, however, the state board of health is responsible for administering and collecting statistics on the new marriage-health laws.

Federal Tax Structure Transformed Since 1910

A shift from customs levies to income taxes, as the leading source of revenue, and new revenue measures enacted since 1932, have almost completely transformed the federal tax structure, an analysis of federal collections over a period of the past 27 years by the Federation of Tax Administrators showed today.

The analysis disclosed that in 1910 customs and liquor taxes yielded 87 per cent of all federal tax revenue, with 99 per cent of the total federal collections coming from four general sources. In that year customs levies brought in 54 per cent and liquor taxes 33 per cent of the total tax revenue. The tobacco tax furnished nine per cent of the total, and the income tax, levied as an excise tax on corporations, produced three per cent.

In 1937, the income tax brought in 44 per cent of the total federal tax revenue. The other federal revenue sources in 1937 and their percentages were: tobacco, 12 per cent; liquor, 12 per cent; estate and gift taxes, six per cent; gasoline, four per cent; customs, 10 per cent; miscellaneous taxes, including excise levies on "luxuries" and regulatory taxes on such articles as oleomargarine and coconut oil, 12 per cent.

The importance of the levies in terms of dollars is shown by the 1937 figures on taxes collected for the first time in 1932 or later. Gasoline taxes in 1937 amounted to \$196,533,000, while liquor tax revenues, revived with the repeal of prohibition in 1933, brought in \$594,245,000.

The income tax showed the "greatest elasticity" to periods of economic depression and prosperity, the Federation's figures point out. Income tax collections in 1931 accounted for 66 per cent, or \$1,860,040,000, of total federal tax revenue, as compared with 69 per cent, or \$3,956,936,000 of the record 1920 collections totalling \$5,736,213,000. This was after the war-time regulatory taxes had been repealed and personal income rates slashed in revenue acts of the 1920's.

The decline in customs revenues after 1925 is attributed to restrictive tariff rates and a general slipping of international trade.

Assessment Review Agencies Number 15,000 in United States

More than 15,000 administrative tribunals, with a total personnel exceeding 50,000, exist in the United States to hear the pleas of taxpayers for reduction of property assessments, information from a forthcoming report by the Committee on Assessment Organization and Personnel of the National Association of Assessing Officers revealed today.

The Association report will study the methods of determining final assessed valuations. It will include a comparative survey of settling appeals by administrative agencies and the courts. In more than half the states the courts are allowed to substitute their judgment for that of the administrative agencies, but in the remaining states the courts pass only on legal questions and concern themselves with values only when assessments are so excessive that they amount to constructive fraud.

Found in all but a few states, assessment boards of review include 26 state agencies, 2,539 county agencies, 8,721 township agencies, upwards of 5,000 municipal agencies, and 1,000 agencies serving such miscellaneous taxing units as school and irrigation districts. Although in most cases, three people sit on the reviewing board, the agencies range in size from one person in the District of Columbia to more than 30 in a few South Carolina counties. The typical review board for the state is the tax commission; for the county, the board of commissioners or supervisors; and for the municipality, the council or commission.

Preliminary figures from the N.A.A.O. study show that administrative review is less expensive than judicial review. For example, the cost of administrative review in Connecticut amounts to less than \$3 per appeal, while the estimated cost for court determination in New York is reported to range from \$1,000 to \$10,000. Whether the deliberative procedures of the courts, despite their expense, result in greater assurance of justice will be one question examined in the survey.

The question of types of review will be discussed at the fifth annual conference of the N.A.A.O. at Cincinnati, O., October 19-21 by John A. Zangerle, auditor of Cuyahoga County, O., widely-known authority on property tax assessment, and Prof. Robert C. Brown of the Indiana University School of Law, chairman of the American Bar Association Committee making a study of legal procedures controlling the assessment of property for municipal taxation.

Inter-Governmental Cooperation Cited on Civil Service Front

Growth of inter-governmental cooperation for the improvement of public personnel during the past two years was reported today by the Civil Service Assembly of the United States and Canada. The Assembly cited examples among federal, state and local levels of governments as indicative of the trend.

Two federal agencies, the Social Security Board and the United States Employment Service, offer aid in personnel administration to the state governments which is widely utilized. The Social Security Board provides training courses for novices in the relatively new state divisions of unemployment compensation and public assistance, and has prepared a manual of merit system management for these divisions in states lacking state-wide civil service systems. The United States Employment Service offers consultant aid to the states in establishing merit systems in the state employment offices.

Example of federal-state and federal-local cooperation is the fingerprint identification service offered by the Federal Bureau of Investigation to any governmental unit wishing to check on possible criminal records of job-applicants.

Michigan, California and New Jersey are among the states in which cooperative procedures between state and local governmental units have been established. The state-wide Michigan Municipal League since 1936 has offered personnel facilities to cities and towns, ranging from installation and operation of a complete merit system to examination for a single job. Sixteen cities and villages have taken advantage of the plan. Los Angeles County, Calif. performs a similar service for five small cities within its boundaries.

Under another plan effected after San Diego County, Calif. adopted a new civil service law two years ago, the California State Personnel Board furnished material to conduct examinations and score papers on a state-county basis, occasionally utilizing the county's services in holding merit tests for state openings. New Jersey's State Civil Service Commission actually administers the merit systems of all local governments--34 to date--voting by referendum to bring their employees under civil service provisions.

The Civil Service Assembly will devote a half-day of its thirtieth annual conference in Washington, D.C. October 17-21 to the subject of inter-jurisdictional cooperation. Speakers will include Luther Gulick, Director, Institute of Public Administration; Albert H. Aronson, Chief, State Technical Advisory Service, Social Security Board; and Katherine Lenroot, Chief of the U.S. Children's Bureau.

Housing Officials to Discuss Health, Welfare, Aspects of Programs

The relation of established governmental agencies such as health, welfare and civil service, to the relatively new branch of public housing will be discussed at the first day's session of the National Association of Housing Officials' sixth annual conference in Washington, D.C. October 11-14.

Approximately 1,000 local, state and federal housing officials, including directors of the 200 housing authorities now functioning throughout the country, will attend the conference. Following the roll call census of accomplishments of federal, state and local agencies, four public officials in other fields will present their points of view on housing.

Dr. C.E.A. Winslow, chairman, Committee on the Hygiene of Housing, American Public Health Association, will talk on housing and health; Richard R. Foster, director, Department of Public Welfare, New Orleans, on welfare; Louis Clousing, Building Commissioner of Minneapolis and President of the Building Officials' Conference of America, on building and zoning laws; and John J. Furia, examiner, New York Municipal Civil Service Commission, on securing good housing personnel through merit appointment.

The four-day program of the conference will include reports and round-table discussions of many aspects of public housing, such as the organization of local authorities, public relations, housing standards and costs, financing, housing management and demolition.

On Thursday, October 13, delegates will visit the U.S. Bureau of Standards, Greenbelt, and various low-cost housing developments in the capital. The Association's annual dinner will be held Thursday evening, with Charles P. Taft, Cincinnati councilman and attorney, as speaker.

Frederic A. Delano, vice-chairman, National Resources Committee, will preside at a session on new aspects of housing on the final day of the conference. Speakers will include Harold E. Pomeroy, State Relief Administrator, California, and Major John O. Walker, Director, Resettlement Division, Farm Security Administration, who will talk on housing for relief families and rural housing.

Three States Improve Systems for Decentralizing Tax Administration

Improvement of systems for decentralizing state tax administration in three states was reported today by the Federation of Tax Administrators.

In these states, Wisconsin, Mississippi and Oklahoma, the tax commission has divided the state into districts with district officers supervising the taxes. Mississippi, for example, has 10 districts which administer the state sales, income, tobacco and liquor taxes.

Specialists from a central state office function in all three states. These experts work under the direction of the central office and are subject to call by district supervisors to handle the more complicated problems of auditing and enforcement.

During the past year the Federal Bureau of Internal Revenue has expanded its system of decentralization by increasing the number of its district offices.

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Personnel, State - 4-10-38

Wisconsin Announces Nation-Wide Examination for Merit System Director

An innovation in state civil service--a merit system examination on a nation-wide scale to fill the post of state merit system director--was reported today by the Civil Service Assembly of the United States and Canada.

Wisconsin, announcing competitive examination for the recently vacated post of state personnel director, dispenses with the usual requirement of local residence, and throws open the competition to qualified candidates from any part of the country. Minimum qualifications include a college degree, with graduate study in personnel management and extensive experience in technical and administrative phases of public personnel work.

A number of the new state civil service laws, like Wisconsin's, permit appointment of personnel directors from outside the state, according to the Assembly. But while several of the states have crossed geographical boundaries to appoint experienced men for these administrative posts, none before Wisconsin has made the selection by competitive, nation-wide examination.

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News Bulletin of

PUBLIC ADMINISTRATION CLEARING HOUSE

1313 East 60th Street, Chicago, Illinois

1938

Release No. 1: For Mon., Oct. 10

26 Legislative Sessions Enact Labor, Low-Rent Housing, Social Welfare Laws

With only one state legislature--Pennsylvania--still in extra session as the end of the year approaches, the Council of State Governments today found 1938 with the lowest number of special sessions credited to an off-session year's calendar since 1930.

Record of the current year shows that in addition to nine regular legislative sessions, 15 specials were called, plus two that began their work late in 1937. Social security measures pressing for passage caused an all-time high of 46 special sessions in 1936, and a near-top of 38, in 1934. Extra sessions in 1932 totaled 20. In 1930 there were 10; and in 1928, the total was 11.

Notable for absence of acts levying new taxes, the list of laws passed in the 26 sessions of 1938, according to the Council, stressed labor provisions; low-rent housing; planning; social disease control; social security and public welfare measures; and relief financing. These laws were passed by regular sessions of Kentucky, Louisiana, Massachusetts, Mississippi, New York, Rhode Island, South Carolina, Virginia and New Jersey, which has not yet finally adjourned. And by special sessions of Arizona, Arkansas, California, Georgia, Illinois, Indiana, Kansas, Kentucky, Michigan, Mississippi, New Mexico, North Carolina, Ohio and Pennsylvania, three states - Ohio, Kentucky and Illinois - holding two apiece.

Labor provisions enacted included minimum wage laws in Kentucky, applicable to women and minors. A minimum hours law was passed in South Carolina, for textile workers only, and similar measures were enacted in Virginia and New York, applicable to women only. Louisiana created an Industrial Welfare Commission to fix minimum wages except for municipalities under 10,000. Massachusetts closed loopholes in a mandatory minimum wage law already in practice. Kentucky outlawed company-paid deputy sheriffs, while New York regulated private detective agencies and prohibited their use in labor disputes.

(MORE)

Legislation enacted to permit establishment of local housing authorities in California, Virginia and Mississippi brought to 33 the number of states with this provision. New York, Louisiana, Massachusetts, New Jersey and Michigan expanded previous acts to authorize wider participation by their municipalities in the United States Housing Act. Ohio's legislature approved investment of public as well as private funds in housing authority bonds.

Virginia occupied the center of attention in social security legislation when as the forty-eighth state it approved plans for assistance to the aged, the blind and dependent children. Kentucky legislators referred to popular vote a constitutional proposal requiring continuous provision for public assistance. Under unemployment compensation, New York and Kentucky extended their laws to include all workers earning \$3,000 a year or less, regardless of occupation; while Massachusetts reduced the waiting period for benefits from three to two weeks and suspended for a year the one per cent contribution of employees. Mississippi liberalized eligibility requirements for old age assistance. Other states passing social security legislation, much of which dealt with financing, were Georgia, California, Kansas and Ohio.

At least four states acted on planning or zoning provisions. Kentucky set up a capitol planning commission and empowered cities of the third through the sixth class to establish their own planning agencies. Mississippi extended municipal zoning privileges to towns of 1,500 population. Virginia, besides setting up a state planning board, authorized counties to adopt zoning regulations. Georgia authorized county planning and zoning in the larger counties.

Four states--Kentucky, New Jersey, New York and Rhode Island--passed laws relating to premarital physical examinations and blood-tests of expectant mothers. All but Kentucky's law went into effect during the year.

In the tax field, Mississippi, after extending homestead tax exemption to homes evaluated up to \$5,000, increased taxes on cigarets, beer and income, and added to the state ad valorem rate, to reimburse political subdivisions. Louisiana replaced its two per cent luxury tax with a general one per cent sales tax. Illinois extended a three per cent sales tax on utilities for another year. New York continued all so-called emergency taxes.

Among miscellaneous laws enacted by the various states were the following: Louisiana and Kentucky raised their governors' salaries beginning in 1940. Illinois passed a drivers' license bill. New Mexico approved the forty-sixth direct primary law. Massachusetts passed a permanent registration law applicable throughout the state by 1940, and abolished breach of promise suits. New York created a Division of Savings Bank Life Insurance which permits savings banks to sell life insurance after January 1, 1939.

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Highway Police Executives Organize To Battle Cross-Country Criminal

Perfecting interstate road blockades and communications systems to catch cross-country criminals will be one of the chief concerns of the newly formed State and Provincial Police and Highway Patrol Executives, the International Association of Chiefs of Police announced today.

The organization, which is a part of the I.A.C.P., will in the near future appoint five district chairmen for the United States and Canada to enlist highway police executives of the two countries in the cooperative effort to improve methods of criminal apprehension and to solve highway safety problems.

Development of the interstate road blockades on an international scale will be along lines of the five-state blockade originated more than a year ago by the midwestern states of Indiana, Michigan, Ohio, Illinois and Kentucky. Under this plan it is possible to mobilize via radio within a few minutes several thousand police officers, among them state police, state patrols, sheriffs' departments, metropolitan police and constables. In the Far West, Oregon, Washington, Idaho and California undertook organization of a similar blockade plan six months ago.

The midwest dragnet passed its first big trial with success early in the summer of 1938, when two fugitives wanted for the murder of an Indiana state patrolman fled across the border into Illinois, where they were caught within approximately 12 hours. While the hunt was intensified in Illinois, neighbor states Indiana, Kentucky and Michigan were sending officers, guarding state lines and investigating all possible clues lest some mistake allow the criminals to slip to safety.

Officers of the State and Provincial Police and Highway Patrol Executives include Donald F. Stiver, Superintendent of Indiana State Police, Chairman; Edward McKenna Johnson, Captain, Maryland State Police, Vice-Chairman; and Walter Williams, Superintendent, Illinois State Highway Police, Secretary.

Assembly To Consider Regional Attack On Interstate Problems

Interstate and regional problems ranging from river pollution to trade barriers will be considered at the 1938 Regional Assembly called by the Council of State Governments in Chicago November 21-22, Council headquarters announced today.

Delegates to the meeting will represent 10 of the Commissions on Interstate Cooperation established, in all, by 37 states. The November Assembly is called especially for Districts Five and Seven of the Council, which include Illinois, Indiana, Iowa, Kentucky, Michigan, Minnesota, Ohio, Tennessee, West Virginia and Wisconsin. New England, District One, and District Two, comprising the states of Delaware, New Jersey, New York and Pennsylvania, will be represented at the Assembly.

Particular problems of the mid-western states selected for solution by interstate cooperation will be discussed on the first day of the Assembly. The Interstate Commission on the Ohio Basin, established two years ago for the purpose of flood control and pollution abatement, will examine developments in the light of its program. The Special Committee on Great Lakes Fisheries, set up early in 1938 for conservation of the \$8,000,000 fresh-water fishing industry, will talk over plans already made for this purpose; while the Special Committee on Lake Michigan Fisheries, concentrated for Illinois, Wisconsin, Michigan and Indiana, will work on proposed regulations to protect the \$2,000,000 industry of these states.

Reports will be heard on proposals for interstate action toward eliminating trade barriers caused by various state taxes; regulating motor vehicles; and establishing uniform assessment procedure.

Progress of the various special committees will be reported through the Assembly to members of state cooperation commissions throughout the middle west, to aid in formulating state legislative programs for 1939 sessions. In most cases the interstate commissions of the 37 states include representation from the upper and lower legislative houses and individuals appointed by the governors.

Voter-Interest Shown To Be Low In Local Affairs

Approximately one-sixth of a city's citizens may determine municipal matters put to vote, if findings of Flint, Mich. are typical of the country, the International City Managers' Association noted today.

A recent study of citizen participation in elections in Flint showed the Michigan city's potential voters to be divided into three groups: 30,000 active voters; 40,000 registered but not active; and 20,000 non-active, non-registered citizens who were eligible to vote. "Since a simple majority of those participating in elections is usually sufficient to decide issues and elect officials, approximately one-sixth of Flint's eligible voters cast the political opinions of the other five-sixths," the I.C.M.A. pointed out.

Flint voters were found to take an active interest when issues of importance and prominent candidates were subjects for consideration. In elections involving federal officials held since and including 1932, an average of 61 per cent of the registered voters participated. Elections on strictly local or state issues during the same period interested only 32 per cent of the total. On November 8, 1932, top was reached, when 85 per cent of the registered voters went to the polls. The lowest percentage dropped below 11 per cent, in state and local elections of March, 1935. The average participating in the 16 elections of the period was about 43 per cent.

According to an I.C.M.A. analysis of votes cast in council elections in 807 cities, an increased vote may be counted on when municipal and presidential elections are held on the same day. Seventy-eight per cent of the registered voters went to the polls in those cities holding local elections in November, 1936, along with the presidential election, as compared with 67 per cent in the cities which held their municipal elections at other times during that year.

The number of registered voters actually voting in the 807 cities increased in 1936 over 1935 by nearly two per cent for the communities over 500,000 and for those between 30,000 and 100,000, but decreased slightly for all the cities. Compared with Flint, 63.6 per cent of the population over 21 in cities of its population class registered for voting in 1936, while only 40.7 per cent of the eligible voters exercised their franchise in an ordinary council election.

Assessment Administration Subject Of N.A.A.O. Conference In Cincinnati Oct. 19-21

Nearly 500 city and county assessors, state tax commissioners and other governmental officials from all over the nation will attend the Fifth National Conference on Assessment Administration at Cincinnati, O., October 19-21.

The conference, sponsored by the National Association of Assessing Officers, will review and examine in round table discussion new developments in the legislative, judicial, administrative and technical fields that bear on assessment work.

At their opening luncheon on Wednesday, delegates will be addressed by Mayor James Stewart of Cincinnati and Dominic A. Trotta, New York City Tax Commissioner, who is president of the Association. George Guckenberger, County Auditor of Cincinnati, will be luncheon toastmaster.

Speakers scheduled for the three general assemblies of the conference are J. W. Hartman, Assistant County Assessor, Los Angeles, Calif., who will review the development of building appraisal standards; John F. St. George, New York City Tax Department Research Bureau, who will describe English rating and valuation methods; and John A. Zangerle, County Auditor, Cleveland, O., who will make an "appraisal of expert appraisers."

Also Frederick M. Babcock, Director of the Underwriting Division, Federal Housing Administration, describing valuation techniques employed in F.H.A. appraisals, and Charles Ringler, County Assessor, Portland, Ore., showing use of sales analyses in determining assessed value. Ronald B. Welch, Research Director, N.A.A.O., will review legislation and court decisions relative to property assessment during the past year.

Professor Robert C. Brown, Indiana University School of Law, and Chairman of the American Bar Association Committee that is drafting a model law on the assessment and collection of taxes, will be the speaker at the banquet Thursday evening.

Round table discussions, in which all the delegates will participate, will cover such topics as special appraisal problems, developing building classification and cost schedules, reassessment projects, and state-local cooperation in assessment. Special features will include an illustrated lecture demonstrating the growth of land values, by J. Charles Laue, Secretary of the New York City Tax Department, and moving pictures on recent assessment projects in Toledo, O. and St. Louis, Mo.

Pennsylvania Municipal Manager Uses Films To Report Local Problems

Councilmen and citizens of Sewickley, Penna. learn about their community problems through the movies. Borough Manager John C. Hiteshew, reports the International City Managers' Association, has introduced movie-reporting as a successful device to acquaint councilmen, later the citizens, with details of municipal work and angles of specific local problems.

With used equipment purchased for approximately \$100, Manager Hiteshew during the past three months has made and shown 500 feet of film. The movies include such subjects as zoning matters up for action, the water works system, needed street improvements, and operation of sewage disposal plants in other towns, to compare with a proposed plant for Sewickley.

This winter the local woman's club and civic clubs, the board of trade and the public schools, will see the films upon request. Later they will be filed as a permanent record of Sewickley affairs.

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Uniform Information Exchange Recommended In A.P.W.A. Report

Advantages of a uniform system of information exchange in enabling states more easily to clear investigations on interstate welfare and relief cases will be pointed out in a forthcoming report of the American Public Welfare Association which was announced today.

The report, to be issued within a month, will include a survey of methods the states follow in handling the increasing volume of correspondence on cases whose care necessitates crossing state borders. These cases are found to include all types, from the dependent aged and stranded transients to children's aid and assistance to the blind.

Before a uniform method of exchanging information can be brought about, according to the A.P.W.A., each state may have to centralize its own correspondence system, so that supervision over local welfare department communications may be possible and duplication of effort eliminated. Among states which have already centralized their correspondence systems are North Dakota, New Mexico, North Carolina, Ohio, South Carolina, South Dakota, Tennessee, Utah, Oklahoma, Washington and Rhode Island.

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OCT 14 1938

Training Film Presents Accident Prevention By "Selective Enforcement"

Completion of a training film showing police departments how to help prevent traffic accidents, by concentrating patrol on places where accidents of a particular type occurred before, was announced today by the International Association of Chiefs of Police. The Association's Safety Division produced the film, in collaboration with the Northwestern University Traffic Safety Institute.

The film describes the method of "selective enforcement," so called because it bases police placement on records of where and when accidents have happened and concentrates attention on traffic violations that caused the accident.

Evanston, Ill., which was the first city to put the system into practice several years ago in connection with other safety measures, reduced fatal accidents 45 per cent. Detroit, the second city adopting the system, experienced nearly 50 per cent reduction in the first year.

The method shown in the film includes complete accident reporting and competent accident investigation. Accidents are plotted on spot maps, each in a color representing a certain time of day. The maps also show the type of traffic violation that contributed to the accident.

From these maps, which are kept monthly, patrol districts for traffic police are made up on the basis of actual accident experience, rather than according to population, area, or volume of traffic flow. Each officer is given detailed instructions as to the violations for which he should watch.

Surveys by the Association's Safety Division show that approximately 15 per cent of all accidents occur between midnight and 8 a.m.; about 35 per cent from 8 a.m. to 4 p.m., and 50 per cent between 4 p.m. and midnight. Hence it is believed that police platoons of equal strength on duty at all times do not operate for the highest efficiency.

The film was produced for police departments and police training schools, and for safety organizations to display to the public.

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Release No. 2: For Tues., Oct. 18

Government

City Managers Adopt New Code Of Ethics

Adoption of a revised code of ethics for heads of the 457 council-manager cities throughout the country was announced today by the International City Managers' Association. The new code, recently approved at a national conference of the managers, supersedes the original rules of professional conduct established for city managers in 1924.

Emphasizing that the city manager "is in no sense a political leader," the code points out it is the duty of the manager "to provide the council with information and advice without encouraging passive acceptance of his recommendations."

It also states that the council, as the elected representative of the people, "is entitled to the credit for the fulfillment of municipal policies." Under the code the council would also defend policies which may be criticized.

"The city manager, in order to preserve his integrity as a professional administrator, resists any encroachment on his control of personnel, insists on the exercise of his own judgment in accomplishing council policies, and deals frankly with the council as a unit rather than secretly with its individual members," the code states.

In his control of city personnel, it declares that the manager handles all questions on a basis of merit. "Political, religious, and racial considerations carry no weight in appointment, salary increases, promotions, and discipline in the municipal service."

The code provides that no city manager may seek or accept a position unless he is fully in accord with the principles of council-manager government and unless he is confident that he is qualified to serve under these principles as a city manager to the advantage of the community. It declares that "the city manager keeps the community informed on municipal affairs but keeps himself in the background by emphasizing the importance of the facts."

State, Local Civil Service Systems Adopt New Classification Plans

Increased activity of state and local governments in maintaining up-to-date classification plans for defining duties and responsibilities of positions under their civil service systems was noted today by the Civil Service Assembly of the United States and Canada. The classification plans furnish the basis for determining lines of promotion, placing employees, and establishing training courses.

During the past year the states of Michigan, Connecticut, New York and New Jersey completed or planned for classification of all state employees. Michigan and Connecticut used the classifications as the initial step in installing state civil service. New York began a general reclassification program by authorization of its legislature, which established a permanent classification division in the state civil service department. The New Jersey legislature appropriated \$16,000 for reclassification purposes.

As an indication of the size of the classification projects, it was pointed out that the Michigan civil service system covers 17,000 employees, while Connecticut's covers about 9,000.

Among the local jurisdictions which have reworked their classification plans during the year are Los Angeles County, Calif.; Milwaukee County, Wis.; and Sacramento County, Calif.; the Chicago Park District; the cities of Alameda and Coalinga, Calif.; Madison, Shorewood and Wauwatosa, Wis.; Fargo and Minot, N.D.; Cleveland, O.; Seattle, Wash.; and Evanston, Ill.

The classification systems for all civil service jurisdictions serve as perpetual inventories of positions. If kept up to date they must be constantly revised to include new types of positions and changes in work.

1. Accounting - Manuals

Manual Describes Accounting Procedures Applicable To All Water Works Plants

Comparison of management methods in some 12,000 water works plants throughout the country may be available for the first time with the adoption of procedures described in a manual of water works accounting just published jointly by the Municipal Finance Officers' Association and the American Water Works Association.

Although water works have been classified on the basis of operating revenue for several years, there has been little opportunity for comparison of management methods. The manual represents the first attempt to set up procedures that cover all phases of water works accounting and are applicable to all public and private water utility plants.

The manual covers methods which will make it possible for water works plant managers to inform public service commissions, stockholders, municipalities and customers of the financial condition of the plant. It contains forms which can be used for all phases of accounting. Besides dealing with the general accounting methods, it covers such phases as depreciation, investments, purchasing, inventories, budgeting and customer billing.

It is designed to set up accounting procedures which will make it possible for outside auditors to determine readily whether all funds have been properly handled, thus reducing the expense of audits by independent agencies.

In discussing the billing and collecting of water accounts, which constitute most of the work in a water plant office, the manual describes three alternative methods, all of which are in general, successful use.

Presentation and discussion of the manual will have a prominent part in state and regional meetings of water works officials to be held in all parts of the country during the next two months. Of the estimated 12,000 water works plants in the nation approximately 80 per cent are publicly owned.

States Share \$186,000,000 Of Billion Dollar Motor Vehicle And Gasoline Taxes

With state gasoline and motor vehicle license taxes totaling more than one billion dollars in 1937, states now share about \$186,000,000 of this revenue with local governments, a survey by the American Municipal Association showed today. The survey points out that a high percentage of cars is owned by urban residents, that about 93 per cent of the traffic on city streets is comprised of urban-owned cars.

The gasoline tax, which last year yielded more than \$700,000,000, more than 25 per cent of all state tax revenue, is shared in 25 states. Local governments, mainly counties, received approximately \$142,000,000, and from this amount cities in 16 states obtained appropriations directly from their state gasoline tax funds totaling more than \$34,000,000.

Although only 11 states shared the proceeds of motor vehicle license taxes with local governments, approximately the same proportion of this money was distributed to localities last year, the survey shows. From a total of about \$313,000,000 collected for license fees, the localities of the 11 states received some \$43,000,000. This appropriation to local governments included about \$15,000,000 made directly to cities.

Alabama, Illinois, Indiana and Ohio shared the largest proportion of their gasoline tax revenues by returning approximately one-half of these state tax receipts to local governments. The figures show that Alabama collected \$13,000,000 and shared \$6,000,000 in 1937, while Illinois collected \$37,000,000 and shared \$18,000,000 with the local governments. Indiana collected \$23,000,000 and shared \$12,000,000, and Ohio collected \$44,000,000 and shared \$25,000,000.

States returning the highest percentages of their motor vehicle license fees to local governments were: Colorado, Nebraska, North Dakota and South Dakota. All of these states shared approximately half of their receipts from these taxes.

In the states appropriating gasoline or motor vehicle tax receipts to city governments, only a few municipalities benefited, according to the survey. For example, several states shared these tax revenues with only one city.

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of their receipts to city governments were: Colorado, Nebraska, North Dakota and South Dakota.

Cities Plan Recreation To Eliminate Vandalism On Hallowe'en

Celebration of Hallowe'en without vandalism is the object of plans to be carried out in a number of cities on October 31, the American Municipal Association reported today.

Municipal recreation services with professional leaders will sponsor parties and community celebrations in hundreds of cities. The largest planned Hallowe'en celebration will be held in Chicago, with contests, games and story telling scheduled in 200 parks throughout the city. The parties will be sponsored by a municipal committee.

Anoka, Minn. will hold its tenth annual community celebration this year, while Centralia, Ill. will sponsor its annual party which resulted in the observance of Hallowe'en entirely without property damage in 1937.

* * *

New Devices Record Police Radio Calls

Two new developments in police radio for recording messages broadcast from headquarters, and the time of broadcasting, were reported by the International Association of Chiefs of Police today.

Recently declared practical by the Federal Communications Commission is a tape device, controlled by the radio at police headquarters, which records calls in cruising police cars. When the patrol crew is attending to some duty beyond hearing distance of the radio speaker, messages from headquarters are printed on the roll of tape and can be picked up on return.

Another type of recording is under experiment in Winnetka, Ill. The Winnetka police record the time of broadcasts at headquarters by means of an electric time stamp connected to the radio transmitter. The automatic timer fixes the time of each police broadcast to the tenth of a minute. Chief value of the system is to establish definitely for future reference the exact time when broadcasts went on the air.

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OCT 21 1938

Old Age Pensions, Labor And Tax Amendments Up For Vote November 8

Revised old age pension plans and other welfare measures, tax amendments and labor rights lead the van among initiative and referendum proposals that voters of approximately half the states will find on their ballots November 8, information from the Council of State Governments showed today. In New York and New Hampshire, voters will check on results of constitutional conventions held earlier this year.

Old age security proposals are to be considered in half a dozen states, among them California, Colorado, Oregon and North Dakota. California's proposal would give every unemployed person 50 years or over \$30 a week in state script. Oregon's ballot carries a referendum for maximum monthly \$100 pensions for all over 60. North Dakota's proposal is to increase pensions from \$30 to \$40 a month. Colorado voters, on the other hand, will be asked to consider repeal of the two-year old constitutional amendment under which the needy over 60 are paid a monthly pension of \$45. Arkansas' old age and blind pension proposal for \$50 monthly was struck off the ballot by decision of the State Supreme Court last week.

Among other welfare proposals are: state-county consolidation of welfare and relief administration, in Michigan; authorization of legislature to define the "pauper's" right to vote, in New Hampshire; constitutional guarantee of public assistance to the physically and mentally handicapped, with provision that legislature may establish health insurance, in New York.

Labor's rights will be voters' concern in such states as California, New York, Oregon and Washington. California's initiative proposal defines picketing. While recognizing collective bargaining, it would prohibit seizure of private property, coercion and intimidation, as well as obstruction or interference with the use of public highways and other public places. Employee and employer rights in strikes are defined in proposals in the other states.

Tax amendments of various kinds sprinkle the ballots of more than a dozen states. Californians are to express an opinion on the establishment of a modified

(MORE)

Old Age Pensions--2

single tax on land, and repeal of the state sales, use and private car taxes, plus an immediate \$1,000 homestead exemption. Homestead exemption measures are also up in Florida, Louisiana and Arizona. The first two states already have such laws. The new Louisiana proposal would exempt homesteads built or purchased after January 1, 1938, from three years' property taxes, provided prevailing wages were paid in construction and all materials were American-made.

Voters of two states--Arizona and Washington--will consider tax limits, the latter a renewal of a 40-mill property tax limit, the former a restriction of taxes and licenses to certain specified ones, and the rates on most of those. New Hampshire voters will decide for or against authorizing a broader tax base, including a sales tax and graduated inheritance and income taxes.

Constitutional earmarking of motor fuel taxes for highway purposes only is proposed on the ballots of Alabama, California, New Hampshire and Michigan. The Missouri ballot presents a proposal for increasing the gasoline tax from two to three cents.

Among other measures offered for the people's consideration are these:

Arizona--Voiding of constitutional amendment that repealed prohibition.

Arkansas--Repeal of the state poll tax.

Colorado--Repeal of chain store licensing and tax. Colorado was the only state to adopt the chain store tax by popular vote.

Illinois, Oregon--Repeal of so called double-liability of bank stockholders.

Massachusetts--Biennial instead of annual legislative sessions.

Montana--Lengthening to four years present two-year terms of such public officers as county clerks, treasurers, assessors and sheriffs.

Nebraska--Licensing of slot-machines, to finance old age pensions.

New York--Authorization of legislature to issue bonds up to \$300,000,000 for low-cost housing, to be loaned by the state to localities.

Oklahoma--Retirement plan for teachers.

Oregon--Legalization of gambling. Extension of pre-marital blood test requirement to women.

Job Of Modern Public Welfare Administrator Described In New Study

The first study of the administrative aspects of public welfare to appear since local, state and federal governments expanded their welfare services under pressure of the depression was announced by the American Public Welfare Association today.

Contrary to most previous studies of public welfare, which approach welfare from the point of view of the taxpayer, the client or the case worker, the forthcoming study, entitled "Public Welfare Administration," will look at this governmental function from the managerial viewpoint. Based on the actual experience of the men and women in charge of public welfare work throughout the country during the past six years, the study is to treat especially the organization and reorganization that followed addition of new social security services. The definition of public welfare as a tax-supported function of government is shown in development from the early concept of general poor relief and institutional care of the handicapped undertaken by local governments, to the complicated federal-state-local structure of 1938, which spends billions of dollars.

With this growth of services, it is pointed out, "the managerial aspects of public welfare are more clearly recognized today than they were even ten years ago." This is shown in new statutory provisions of the states. Development of sound administration, however, is slower in coming. "The mistake has often been made of assuming that the best case workers or supervisors will automatically have at their command the techniques required for administration." The competent public welfare administrator, in addition to knowing the field of social work, must know the elements that comprise general administration. These are listed as including planning, organization, personnel, direction, coordination, budgeting and reporting.

An analysis of these elements of administration and a general survey of public welfare functions at federal, state and local levels are features of the study, which will be issued about mid-November.

Apprentices Train At Three Governmental Levels

New developments in intern and apprentice training programs for government service were reported at local, state and federal levels of government by the International City Managers' Association today.

By approval of its state civil service commission, New York City's municipal personnel commission recently created an administrative service, providing jobs for the inexperienced trained person and opportunity for career advancement. Under the system, ranks rise from junior administrative assistant, at \$3,000 to \$4,000 a year, to administrative assistant, \$4,000-\$5,000; senior administrative assistant, \$5,000-\$6,000; and finally administrator.

Saginaw, Mich. has established the job of research assistant in its city hall Bureau of Public Information and Complaint. The appointment is to be made on an apprenticeship basis, with six months' satisfactory service an automatic qualification to fill the position. Candidates for the apprenticeship must be college graduates with major work in the social sciences, public administration or engineering. They must have completed some graduate work and show previous successful experience as an apprentice in municipal research.

At the state level, 31 apprentices have been appointed to a year's service in city and state governments in Wisconsin from among graduates of the state university and other colleges within the state. The Wisconsin plan makes provision for loans to students during their last year in the university and for apprenticeships in government agencies for graduates. Apprentice training consists of a regular departmental assignment at \$125 a month as attorney, accountant, engineer, research economist, etc., under direct supervision of an experienced administrator. Three and a half working hours a week are spent at a series of lectures on administration given by experts from state departments.

The Tennessee Valley Authority has just completed a year's training of two interns in public administration and four apprentices in public personnel administration. The TVA plan is to give the interns, graduates recommended by their universities, opportunity to observe and study the Authority's problems and policies and actual experience in carrying on the work of the various departments. Interns receive a salary of \$1,260 during their year's apprenticeship and are expected to return to their universities for further study. The apprentices in public personnel administration, known as personnel assistants, receive an annual salary of \$1,800. At the end of the year they are appointed to regularly classified positions in the personnel department if their work has been satisfactory.

Interstate Trade Barriers Slated For Discussion At Regional Assembly Of States

Elimination of trade barriers which the states in general have erected in the form of taxes to protect their home products and industries will be one of the session subjects at the Midwest Regional Assembly of the Council of State Governments in Chicago November 21-22, the Council announced today.

With State Senator T. V. Smith of Illinois presiding, the session will examine four types of barriers: state agricultural tariffs, liquor trade walls, motor vehicle ports of entry, and fruit embargoes. The Texas Trade Barriers Commission, appointed by Governor James V. Allred, and the Nebraska Commission on Interstate Cooperation, under leadership of Governor Robert L. Cochran, have been asked to participate in the discussion.

Called for Districts Five and Seven of the Council of State Governments, the Midwest Assembly will bring together representatives of Illinois, Indiana, Iowa, Kentucky, Michigan, Minnesota, Missouri, Ohio, Tennessee, West Virginia and Wisconsin. New England and Middle Atlantic States will also be represented. In addition to interstate action on trade barriers, the Assembly will concern itself with special problems of the region, including flood control, water pollution and fish conservation.

A regional committee on conflicting taxation will also meet and report on proposals to treat assessment and taxation problems on a cooperative interstate basis.

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Boston Finds City Real Estate Department Profitable

More than 1500 properties acquired by the city of Boston through foreclosure of tax liens are managed by a new real estate division in the public buildings department to the advantage of the city pocketbook, the Municipal Finance Officers' Association reported today.

Boston is one of a number of cities in the country that operate municipal real estate departments to handle tax delinquent property turned over to the city. Prominent among others are Portland, Ore., Milwaukee, Wis. and Rochester, N.Y.

Representing \$812,965 in back taxes, interest and other costs, the Boston properties were formerly entrusted to the city collector. Resale under this system was slow because the city council had to approve each sale. A 1938 Massachusetts statute vested broad powers over tax title properties in the city's mayor or a custodian named by him. Since the statute became effective, 60 buildings have been rented; dilapidated structures have been demolished, and many of the vacant properties have been made into parks and playgrounds. Others are retained for the city's future use.

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State Fiscal Officers To Discuss Social Security Finance At Annual Conference

The impact of the Federal Social Security Act upon state fiscal officers, who are generally responsible for its financial administration in the states, will be the foremost topic on the 1938 conference program of the National Association of State Auditors, Comptrollers and Treasurers, as announced today by the Association's president, Cliff Yelle, State Auditor of Washington.

Meeting in Gulfport, Miss., November 15-17, the conference will be welcomed by State Auditor Carl N. Craig, of the host state. Governor Hugh L. White, of Mississippi, will be the conference banquet speaker.

The first two days of the meeting will be devoted largely to financial administration of social security and relief, with Oliver C. Short, Assistant to the Director, United States Census Bureau, scheduled to discuss financial statistics of cities. Forrest Smith, State Auditor of Missouri, will discuss raising of money for state social security participation, while Jack Tate, General Counsel, Federal Social Security Board, will talk on administration of the Social Security Act. E. F. Bartelt, Commissioner of Accounts and Deposits, United States Treasury Department, will treat accounting aspects of administering relief funds.

Round tables on accounting and auditing problems and on supervision of local governments with respect to their debt problems will be features of the final day's sessions. State officials participating in these sessions include: A. E. Stockburger, Director of Finance, California; James L. Benson, State Auditor of Maryland; O. P. Van Schoik, Chief Relief Examiner, Ohio State Auditor's Office; Harry Margolis, Deputy Auditor General of Pennsylvania; Leo J. Wegman, State Treasurer of Iowa; George B. Hamilton, State Treasurer of Georgia; Frank D. Peterson, Director of Finance for Kentucky; Charles N. Johnson, State Treasurer of North Carolina; and R. E. Talbott, State Treasurer of West Virginia.

In addition to Mr. Yelle, officers in the Association are: vice-presidents, Forrest Smith, State Auditor of Missouri, L. B. Baynard, Jr., State Auditor of Louisiana, Richard E. Talbott, State Treasurer of West Virginia, and F. Clair Ross, State Treasurer of Pennsylvania; secretary, James L. Benson, State Auditor of Maryland; and treasurer, Ana Frohmiller, State Auditor of Arizona.

Radio

Cities Adopt Radio Interference Ordinances On Wide Scale

Ordinances against radio interference, a novelty on city statute books a decade ago, are now common in small and large cities alike, information from the International City Managers' Association showed today.

Among small cities recently prohibiting use of various electrical appliances that cause interference with broadcasts are Huron, S.D.; Pampa, Tex.; Ventura, Calif.; and Minot, N.D. City electrical inspectors in both Huron and Minot use radio interference locators or finders in tracing down complaints. New York City, Los Angeles, Calif., and Portland, Ore., are among the larger cities that adopted such ordinances several years ago.

Generally, the municipal ordinances require that no apparatus or equipment may be operated so as to interfere with radio reception, and many of them specify that electrical power will be cut off when the ordinance is not complied with. Portland, Ore. puts the necessary use of such machines as X-ray and violet-ray on a permit basis. Other cities prohibit their use entirely during certain hours. In most cities the local power companies work with the city in eliminating interference from utility lines and transformers.

*1 Work relief - W.P.A.**

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Police Departments Improve Equipment, Procedures, With Federal Aid

Municipal police departments throughout the country are utilizing Works Progress Administration aid to improve their law enforcement equipment and procedures, the International Association of Chiefs of Police noted today. A recent survey showed that approximately \$1,275,085 in federal funds has been spent on 101 projects in 18 states. Three-quarters of these projects are completed.

The W.P.A. employees assist in such projects as construction of radio towers, indexing finger prints and collecting statistics on juvenile delinquency. They build new police alarm systems, repair police stations, and devise shooting galleries and outdoor rifle ranges for police target practice. They are also translating foreign literature in the fields of police administration and criminology.

California and New York, with 22 police projects apiece, lead all states in the work.

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OCT 25 1938

Use Of Abandoned Farm Land Marked As Major "Dust Bowl" Problem

The task of finding suitable use for abandoned "dust bowl" farm land was marked by the American Society of Planning Officials today as a major problem facing planning officials and other government agencies of the northern Great Plains states.

With large areas in the states of North Dakota, South Dakota, Montana, and Wyoming abandoned by farmers, these states are also acquiring additional land through tax foreclosures, the Society reported. For example, North Dakota took over the title to about 137,500 acres through 588 quit claimdeeds during the past seven months. In South Dakota more than 10,000,000 of its total area of 49,000,000 acres were delinquent in taxes at the beginning of 1938.

In attempting to make the increasing areas of state-owned land serve a useful purpose, state planning boards in these states have been asked by the National Resources Committee to establish local advisory committees to cooperate in a joint federal and state program, the Society said. These committees would present specific problems including possible local water conservation projects and plans for the control and use of underground and surface waters. Local groups would also investigate possibilities for establishing timber areas and the growing of feed crops on abandoned agricultural land.

All four states lack legislation authorizing county zoning, through which large areas can be restricted to appropriate uses.

Although the problem of making state-owned land serve a useful purpose is most acute in the dust bowl states, similar questions exist in other large areas, it was pointed out. In Michigan more than 2,000,000 acres of abandoned agricultural and cut-over timber land are in possession of the state. Wisconsin, through cooperation between the state and county governments, has established county forests totaling more than 1,500,000 acres in abandoned cut-over areas.

Wage-Hour Law Administrator Asks State Cooperation In Enforcing Labor Standards Act

Cooperation of states with the United States Department of Labor will be the most effective way of enforcing the new federal wage-hour law which went into effect October 24, Elmer F. Andrews, wage and hour administrator, suggested today in an article to be published soon by the Council of State Governments.

"The essential pattern of American government requires that the administration of laws be in the hands of individuals familiar with the specific needs and habits of the regions in which they operate," Mr. Andrews declares. "It is well recognized that mutual advantages can be obtained when state officials cooperate in administering a federal law. Such a practice gives both governments the benefit of more efficient law enforcement. It reveals infringements which might have escaped the attention of persons unfamiliar with the locality."

Mr. Andrews points out that the pure food and drug act and the federal transportation and motor carrier laws provide for the cooperation of state agencies. The transportation and motor carrier laws, for example, permit the Interstate Commerce Commission to secure the assistance of state commissions in arranging interstate rates.

"The same technique," he says, "will be used in connection with the Fair Labor Standards Act of 1938. The law stipulates that state agencies charged with the administration of state labor laws may be called upon to cooperate in its administration. Already, the Wage and Hour Division has made tentative plans for regional organization and, as funds become available, adequate personnel will be detailed to the various regions. These regional officers will be detailed to work, with the assistance of local officials, in receiving, investigating and acting upon reported local violations of the law."

The article by Mr. Andrews will be published in the November issue of "State Government," monthly magazine of the Council of State Governments.

Recommendations Show City Officials How To Prepare Better Reports To Citizens

Recommendations which will aid hundreds of municipal officials in informing citizens of the work of their city government during 1938 -- what their tax dollars bought and how they were spent -- were reported today by the International City Managers' Association.

The specifications for preparing municipal reports point out that "the citizen is interested in good government, but he has troubles of his own. His patience is short and he is not an expert on city administration. If the report is to be read and digested by the citizen, it must be brief, attractive, simple, clear and understandable. It must be issued promptly, for it is news and not the history of city government."

One of the most important but most difficult tasks in preparing such a report, the specifications point out, is the presentation of the city's financial status. Recommendations for the financial section include a condensed balance sheet for each fund, and a statement of revenues and expenditures. Other fiscal information recommended includes the level of taxes for city, county and state purposes; the city tax rate and tax delinquency. The section would show expenditures for debt service, the city's credit rating and bond prices, the schedule of debt retirement and the plan for debt reduction.

Other major municipal activities listed for coverage are: health service, parks and recreation, welfare, police, fire, library, public works, and personnel.

"Personnel matters frequently are the most poorly reported, because in cities of moderate size there is usually no formal organization for handling personnel," the specifications declare. "No matter how small the city is, however, citizens want to know how their employees were selected, their average length of service, number of appointments and separations, and changes in salary rates."

Among the new activities which will appear for the first time in many reports this year are planning and housing, the specifications point out. Planning activities should include changes in zoning, plans for park development, street improvements and public buildings. Although the city may not operate a housing project, the housing section should contain information on adequacy of housing, need for condemnation of unfit housing, and figures on residential construction during the year.

The best municipal reports in the past have been about 50 pages long and profusely illustrated with pictures, graphs and charts, the specifications state.

Accident Prevention Added To Municipal Personnel Service

Learning industry's lesson that physical fitness and good working conditions of employees pay in efficiency and economy, local and federal government personnel agencies report successful application of safety and accident prevention programs, information from the Civil Service Assembly of the United States and Canada showed today.

Cincinnati, O. and San Diego, Calif. are among local governments that show profitable results from such programs, according to the Assembly.

Reduction of injury losses in Cincinnati resulted in lowering the compensation insurance premium to one per cent of the payroll, while other cities in the state were paying as high as four per cent. The highway maintenance division, for example, installed a program that included complete investigation of accidents, testimony from injured employees, and sketches and photographs relating to the accidents. These reports were later analyzed for suggestions on accident prevention.

San Diego, which in 1936 set up a special safety committee in the personnel department, reduced compensation insurance costs \$30,000. Compensation claims in 1937, compared with 1936, decreased \$41,000. During the first eight months of 1938, injury figures were about 61 per cent lower than before the committee was organized, and days lost from work because of injuries were reduced 54 per cent. San Diego also hires a full-time medical examiner who gives all employees periodical medical examinations and is responsible for determining their physical fitness for work at all times.

In the federal government, safety and accident prevention activities in certain departments are largely credited for a \$1,000,000 saving in compensation benefits for 1937, compared with 1936. Cost of compensation benefits for 1937 equalled 25 cents for each \$100 spent for salary and wages. In 1936, the cost was 31 cents. The federal government also carries on extensive safety programs for the Civil Conservation Corps and Works Progress Administration. Over a four-year period, the CCC safety program helped gain a 66 per cent decrease in accident rates. Meanwhile, accident frequency among WPA employees last year was about 25 per cent lower than the year before.

New Specification Covers All Types Of Conditions In Sewer Construction

Publication of the only standard specification to cover all types of conditions in sewer construction was announced today by the American Public Works Association.

Prepared by a special committee of the Association, the specification is based on the experience of sewer construction engineers throughout the country over a period of the past 25 years. It covers such conditions, for example, as variations in the soil which might result in the settling or cracking of a sewer if not properly provided for in construction.

Despite the fact that many of the variations covered in the specification might be encountered in the construction of a sewer for even a small city, the Association pointed out, at the present time few cities use comprehensive enough specifications to cover all conditions.

Although this standard specification is not intended to be incorporated bodily in any city's set of contract documents it may be used as a guide by local engineers, who know local conditions, in drafting their own specifications. Since most sewers are built by contract the specifications protect both the city and contractor by showing clearly how different conditions are to be covered.

Emphasis of the specification is on construction rather than on the materials which are to be used, because nationally accepted specifications for materials are already in widespread use. The Committee's specification allows city engineers complete freedom of preference for all types of sewer construction materials.

Members of the sewer specifications committee are: Edwin R. Schofield, Bureau of Engineering, Philadelphia, Pa.; Guy Brown, Engineer, Sewer Design, St. Louis, Mo.; Harry Eustance, Construction Engineer, Rochester, N.Y.; Mervin Kohler, Bureau of Engineering, Philadelphia, Pa.; H. Walter Hughes, Department of Public Works, Rochester, N.Y.; M. W. Loving, American Concrete Pipe Co., Chicago, Ill.; J. W. Nemoyer, Engineer, Greeley and Hansen, Chicago, Ill.; Marion C. Patton, Armco Culvert Manufacturers Association, Middletown, O.; and George S. Shephard, Department of Public Works, St. Paul, Minn.

Many Cities Rule Out House-to-House Peddling

Between 400 and 500 cities during the past four years have adopted ordinances prohibiting door-to-door selling or soliciting unless the householder has invited it, the American Municipal Association said today.

The ordinances, modeled after a regulation originated by Green River, Wyo., are more stringent than most ordinances controlling the transient vendor, which usually just impose a license and certain other rules, the Association pointed out.

Courts hearing suits that have resulted from enforcement of the ordinances do not agree on their validity, according to the Association. Federal circuit and state court decisions in Wyoming upheld the Green River ordinance. Two state supreme courts--Florida and South Carolina--declared similar ordinances in their states void. The United States Supreme Court, faced with an appeal on the Green River case from the state court decision, declined to review it because no federal question was involved. In effect, the validity of the ordinance in that case was therefore approved.

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Council-Manager Plan Up For Adoption In Seven Cities

Seven cities will vote November 8 on adoption of the council-manager system of government. If they approve the plan, the record of adoptions for 1938 will double its present number and will surpass that of the past two years, information from the International City Managers' Association showed today.

Seven municipalities have already voted adoption of the plan this year. Twelve cities adopted the plan last year, and seven in 1936.

Cities balloting on the manager plan next week include Chicopee, Cambridge and Northampton, Mass.; Battle Creek, Midland and Traverse City, Mich., and Yonkers, N.Y.

The seven cities effecting the plan thus far in 1938 include one Canadian municipality. The number of council-manager governments now totals 472 cities and seven counties. All but 21 of the cities, and all of the counties are in the United States.

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Release No. 1: For Mon., Nov. 7

State Police Appoint Regional Officers To Aid Fight On Interstate Crime

Appointment of five regional chairmen today marked the final step in the organization of the new State and Provincial Police and Highway Patrol Executives, according to announcement of the International Association of Chiefs of Police.

The state and provincial police group was formed recently as a branch of the International Association of Chiefs of Police, to cooperate in the solution of crime and highway safety problems of more than one-state concern. The new organization has mapped the United States and Canadian provinces into five regions to carry out the plan, which will require perfection of an efficient information exchange. Major emphasis will fall on encouraging the development of interstate teletypewriter communication and interstate radio blockades, which have proved beneficial on the east and west coasts and in the Middle West.

Superintendent of Indiana State Police Donald F. Stiver, head of the state police executives, named the following regional chairmen:

Region 1: Colonel Mark O. Kimberling, Superintendent, New Jersey State Police, Trenton. Region includes Quebec, Maine, Vermont, New Hampshire, Massachusetts, Connecticut, Rhode Island, New York, Pennsylvania, New Jersey, Delaware, Maryland, West Virginia and Virginia.

Region 2: Brigadier General L. F. Guerre, Superintendent, Louisiana State Police, Baton Rouge. States included are Tennessee, North Carolina, Mississippi, Alabama, Georgia, South Carolina, Florida and Louisiana.

Region 3: Commissioner Oscar G. Olander, Michigan State Police, East Lansing. States and provinces include Ontario, Michigan, Wisconsin, Illinois, Indiana, Ohio and Kentucky.

Region 4: Colonel B. M. Casteel, Superintendent, Missouri State Police, Jefferson City. Region includes Manitoba, North Dakota, South Dakota, Minnesota, Nebraska, Iowa, Kansas, Missouri, Oklahoma, Arkansas and Texas.

Region 5: Chief E. Raymond Cato, California Highway Patrol, Sacramento. States and provinces include British Columbia, Alberta, Saskatchewan, Washington, Oregon, Idaho, Montana, Wyoming, Nevada, Utah, Colorado, Arizona, New Mexico, California, Lower California and Hawaii.

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Regional Planning

Four Cities Expand Planning Activities To Include Suburbs

Expansion of planning activities in four cities to deal cooperatively with problems of their respective suburbs was reported today by the American Society of Planning Officials. Cities which recently established regional planning associations to cover their entire metropolitan areas are Denver, Colo., Cleveland, O., Pittsburgh, Pa., and Tucson, Ariz.

Rapid suburban growth in these cities, similar to that of most metropolitan centers, posed problems relating to public utilities, housing, zoning and subdivision regulation. Through extension of planning activity the cities, as one objective, will attempt to protect residential areas from the over-expansion of business districts, which would tend to reduce residential property values.

The planning agencies will assist in controlling developments of the outlying areas to prevent the spread of rural slums. In the Denver area, for example, the program includes the establishment of sewerage and water districts for unincorporated villages. By this means, Denver plans to avoid creation of suburbs which, unable to support such municipal services, might necessitate annexation to the city or become a general health menace.

Similar planning objectives are reported for the Cleveland regional planning association, composed of 39 communities in Cuyahoga county. Pittsburgh's regional planning association proposes a program of traffic study, waterfront development and flood control to include its suburban area, in addition to providing suitable land use, while the Tucson planning group will attempt to coordinate neighborhood planning for its entire metropolitan territory.

Interstate Relations

Officials Of 11 States To Formulate Cooperative Programs In Chicago Nov. 21-22

Officials of 11 states will meet in a Regional Assembly at Chicago, Nov. 21 and 22 to perfect programs of interstate cooperation on four major problems, the Council of State Governments announced today.

The problems which all the Commissions on Interstate Cooperation in the central region will attempt to solve through cooperative action are those of conflicting taxation and trade barriers. Cooperation commissions representing smaller groups of states within the region will present programs dealing with Lake Michigan fisheries, and pollution abatement and flood control in the Ohio river basin.

Chairmen of the four group meetings announced by the Council are: Herbert L. Mount, Wisconsin state tax commissioner, Conflicting Taxation; Sen. T. V. Smith, of Illinois, Trade Barriers; Rep. Frank N. Graess, Lake Michigan Fisheries; and Sen. James O. Monroe, Illinois, Commission on the Ohio Basin.

More than 50 legislators and other officials from the following states have accepted the invitation to the Assembly: Illinois, Indiana, Iowa, Tennessee, Kentucky, Michigan, Minnesota, Missouri, Ohio, West Virginia, and Wisconsin. Representatives from the states of Delaware, New York, New Jersey and Pennsylvania, District No. 2 of the Council, will also attend the meetings as observers.

All of the questions except those of state trade barriers have been discussed in earlier meetings of the state officials. For example, the Commission on Lake Michigan Fisheries, which includes legislators and conservation officials of all the states bordering on Lake Michigan, will attempt to complete the provisions of previously proposed uniform regulations on commercial fishing. The proposed uniform regulations would establish closed seasons, regulate the types of fishing gear and fix legal size limits for each species of fish.

Following the approval of uniform provisions on each of the problems by the Interstate Commissions, the legislators will seek the adoption of these measures in the legislatures of their states.

Centralized License Bureau Approved By Many Cities

A trend toward centralizing license bureaus in the city hall was indicated today in reports received by the Municipal Finance Officers' Association from 17 cities.

Nearly all officials in these cities, which are in the 300,000 and more population class, regard a central license bureau as desirable for public convenience and close financial control. Completely centralized bureaus for all kinds of licenses from business to dog licenses are operated by Cincinnati, O., Minneapolis, Minn., Newark, N.J. and San Francisco, Calif. Rochester passed an ordinance to set up a centralized bureau but it has not yet gone into effect.

Although centralized license bureaus are common, most cities usually handle permits through the various city departments, such as the building and electrical divisions. Officials of these cities believe that central permit bureaus are desirable but impractical, primarily because permits are issued to fulfil regulations of some ordinance and as a rule require investigation by a highly technical staff. A centralized permit bureau, they say, would require too much specialized knowledge on the part of clerks.

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Water Service Charges Increase For Consumers Outside City Limits

Increases in water service charges up to 100 per cent by cities supplying water to residents living beyond their corporate limits, was disclosed today by the International City Managers' Association.

Information reported to the Association showed that many cities require owners of real estate subdivisions or incorporated suburbs to pay the cost of extending water mains. In a number of these cities the water mains are deeded to the city as soon as they are laid.

Some state laws fix the rate which may be charged by water works companies to consumers in outlying areas, the report showed. Information on the service charges was reported to the International City Managers' Association by the American Water Works Association.

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Public welfare - Conference

Countrywide Conference Of Welfare Administrators Set In Capital Dec. 9-11

Local, state and federal welfare officials will consider the major problems of public welfare administration ranging from general relief to managing the personnel of welfare agencies, when the American Public Welfare Association holds its third annual round table conference in Washington, D.C., December 9-11.

Mrs. Franklin D. Roosevelt will be toastmistress at a dinner meeting of the delegates on the first day of the conference. Representatives of federal social service agencies participating will include Arthur J. Altmeyer, Social Security Board; Harry L. Hopkins, Works Progress Administration; Dr. Thomas Parran, U.S. Public Health Service; Josephine Roche, Interdepartmental Committee to Coordinate Health and Welfare Activities; Nathan Straus, United States Housing Authority; and Charles W. Taussig, National Youth Administration.

Anticipating the convening of 44 state legislatures in 1939, the welfare officials will discuss legislative requirements for the broadening of various social services.

Subjects of other round tables will include the administration of public assistance, recruitment and personnel management, and training needs in welfare agencies. Problems of medical care administration will also be considered. The questions of general relief and migration will occupy panel discussions.

Among chairmen of the various sessions will be William Hodson, New York City Welfare Commissioner; Gaston L. Porterie, Attorney-General of Louisiana; Professor Leonard D. White, of the University of Chicago, former United States Civil Service Commissioner; Elmer Goudy, Administrator of the Oregon State Relief Commission; and J. Milton Patterson, Executive Secretary, Board of State Aid and Charities, Baltimore.

Charles F. Ernst, Director of the Social Security Department for the State of Washington, is president of the Association.

Govt. research - Directors

Directory Lists 1,343 In Governmental Research

A total of 1,343 persons engaged in providing information and analyzing local, state and national government procedures are listed in the recently issued directory of the Governmental Research Association.

Municipal governmental research agencies are reported in 60 of the 93 cities over 100,000 population, and in 15 smaller cities. These agencies include independent, citizen-supported bureaus, official or tax-supported research units in city and county governments, taxpayer associations, municipal reference libraries, and special bureaus in chambers of commerce.

Among the statewide governmental research agencies listed there are more than 100 colleges and universities which are centers for research in local and state governments. In addition, more than 150 national agencies are listed in the directory.

The governmental research movement passes its thirty-second birthday this year, with the New York Bureau of Municipal Research established in 1906 generally credited with initiating the movement in the United States.

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Choice Of 48 Attorney-Generals Varies In Time And Method

Attorney - general

The length of tenure and method of selecting state attorney-generals, 27 of whom were elected last Tuesday, vary more than for any other state executive office, information from the Council of State Governments showed today.

Survey showed that in four states the attorney-general holds office for a longer term than does the governor.

The 27 attorney-generals chosen this year included all those holding two-year terms and seven who will hold office for four years. More than half the states elect this officer for a four-year term. Two states choose an attorney-general every fifth year, and one appoints him only once in eight years.

The attorney-general's office is appointive in seven states. In five he is the governor's choice, in one the legislature's, and in one he is appointed by the state supreme court.

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Parking Studies Aid Cities In Relieving Business District Traffic Congestion

As business-district parking problems assume proportions of major economic importance, cities throughout the nation are engaging in street parking studies in an attempt to remedy their congested parking situations, a joint survey by the American Society of Planning Officials and the International City Managers' Association disclosed today.

The survey of parking conditions in 147 cities revealed that 75 of this number had made special studies of street parking in their business districts within the past three years, many of which furnished information for improving parking facilities.

A census of parked cars in Spokane, Wash., for example, showed that nearly one-third of the long-time parkers began parking before 9:30 A.M. and that more than one-half of those who parked overtime were employed in the block where they parked their cars. These facts led to the prohibition of all parking in the retail district from 8:00 to 9:30 A.M.

Detroit, after a detailed examination of vehicle storage in the central business district, including off-street parking facilities and curb parking, reduced congestion by prohibiting all parking in the business area during morning and afternoon traffic movement peaks.

When Milwaukee made a study of truck and commercial vehicles passing through the business section, it was found that by-pass routes for this traffic helped clear the streets.

The survey recommended that cities periodically make a thorough study of parking conditions in their business districts. It found that in addition to parking surveys, city-wide traffic studies are also necessary in order to determine the underlying causes of traffic congestion and parking difficulties. Sixty of the 147 cities surveyed had made such studies during the past two years.

Survey Suggests Need For New Bicycle Ordinances As Cycling Accidents Rise

Although cities are recognizing the revival of bicycling as a factor in their traffic problem, the increase in cycling accidents, which last year resulted in 700 deaths and 35,000 injuries, indicates that most city ordinances covering bicycling fail to provide adequate safety measures, it was reported today to the International Association of Chiefs of Police.

The report, which shows that the number of cycling fatalities and injuries doubled since 1932, is based on a survey of bicycling ordinances in 16 representative cities by Lieut. R. O. Bennett of the Lincoln, Neb. police department, formerly of the Northwestern University Traffic Safety Institute. Cities in the survey range in size from Marshall, Minn., with a population of 3,250, to Los Angeles, Calif., population 1,238,048. Most of the ordinances, the report indicates, were enacted since 1934.

While all of the ordinances provide for the registration of bicycles and grant police the authority to administer regulations, they give little attention to safety equipment, the survey points out. Only three cities require inspection of bicycles for mechanical fitness and only one demands that the cycle have brakes.

The survey shows that only a few cities regulate bicycles in traffic. Eight of the ordinances prohibit cycling on sidewalks and two permit it. Seven cities make extra riders illegal.

In the cities of Eugene and Grants Pass, Ore., cyclists must pass a test showing riding ability and also a written examination on traffic laws. Most of the other laws provide punishment by fines, jail sentences or impounding of the bicycle for violations.

The report suggests that an adequate municipal bicycle ordinance should provide for the registration and licensing of bicycles with a standard license plate. Also suggested is the periodic inspection of bicycles for required safety equipment. The report advises that ordinances specifically regulate the conduct of bicyclists as to speed, signaling for turns, automobile "hitchhiking," riding abreast and riding while intoxicated. It also advises supervision of bicycle rental agencies.

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Study Suggests Principles For Division Of State And Local Property Assessments

Reporting an acceleration of the trend toward the transfer of property assessment from local to state governments, a special committee of the National Association of Assessing Officers today recommended principles for dividing assessment functions between local and state officials.

A survey by the Association's Committee on Assessment Organization and Personnel disclosed that four of the nine state legislatures which met in regular session during 1938 conferred on their state tax departments responsibility for the assessment of property formerly held by local assessors. The committee noted that the tendency in recent years has been toward placing assessment of securities, chain stores and motor vehicles in state departments. A number of states previously brought assessment of public utility property, mines and forests, under state jurisdiction.

Emphasizing that "the division of assessment duties should be made clear to assessors and taxpayers," the committee suggested that states assess the following six types of property:

1--All property usually extending beyond a single local assessment district and more equitably assessed as a unit than as isolated parts, such as public utilities.

2--Property constantly on the move, such as the rolling stock of transportation companies.

3--Properties inventoried by state or federal regulatory agencies, such as banks and insurance company ownings.

4--Properties such as mines and state forest lands, found in relatively small numbers in all or several local assessment districts, which can be appraised effectively only by highly trained persons.

5--Highly standardized properties like motor vehicles, value of which is little affected by location.

6--Types of property, such as intangibles, which can be readily moved in order to secure a lower assessment rate.

State assessment of these last two types of property is recommended provided state facilities for discovering them are not inferior to those of local assessors. The local assessor, the committee recommended, should be required to assess property only if a substantial proportion of the tax proceeds will go to governmental units within his jurisdiction.

Wide Variation Shown In State Laws On New Political Parties

New political parties seeking a place on the ballot face a variety of requirements in 20 of the 48 states that provide for their recognition by law, information from the Council of State Governments showed today.

Fourteen of the 20 states require that supporters of the proposed party present petitions to get on the ballot, while most of the other six specify recorded convention or caucus gatherings. No two of the states asking petitions, however, specify the number of signatures on the same basis, and few of them agree on the time limit for presenting the petitions.

Illinois, for example, demands 25,000 signatures for a state party, New York, 12,000 and North Carolina, 10,000. Several other states require signatures to equal a certain percentage--from one to five--of the vote in the last gubernatorial election. To make certain of being on the ballot, a new party must have its petition filed and approved from thirty days to six months before elections in the various states.

The states with laws on the formal establishment of new parties include: Arizona, California, Connecticut, Illinois, Iowa, Kansas, Louisiana, Michigan, Minnesota, Montana, Nebraska, Nevada, New York, North Carolina, Ohio, Oklahoma, Oregon, South Dakota, Washington and Wisconsin.

Among those states with less strict qualifications for party recognition are California, Iowa, Michigan, Nebraska, Washington and Wisconsin. California asks signatures corresponding in number to only one per cent of the last vote for governor. Any number of voters may be recognized as a party in Iowa and Michigan. Nebraska will put a new party on the ballot if it gathers 750 people in convention. Washington authorizes nominations of any voluntary political association. Wisconsin requires petitions from one-sixth of the electors in 10 counties.

At least four states--Illinois, Louisiana, Ohio and North Carolina--demand that the new party gain a certain percentage of the vote for its candidate, to remain on the ballot. The percentages range from three to ten.

Four states--Nebraska, New York, North Carolina and Ohio--specify that the name the new party chooses should not be so much like that of any existing party as to confuse voters. Illinois demands that any party designation be limited to five words.

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Twenty Small Cities Begin Planning Activity This Year

Faced by many of the same problems that confront their larger neighbors, a record number of small cities throughout the country are engaging in long-term planning activity, the American Society of Planning Officials reported today.

Since the beginning of 1938 at least 20 cities under 50,000 population have established planning boards or commissions, many of them by authorization of recent state enabling acts permitting third and fourth class cities to undertake organized planning.

In Massachusetts, where state legislation broadening the power of small cities to engage in planning was passed in 1936, at least six cities set up planning agencies during the current year. In all of these cities the new planning boards are authorized to prepare master plans for the city, to supervise street and park development and to exercise control over land subdivision. The cities include Adams, Dalton, Middlefield, North Providence, South Hadley and Southwick.

Establishment of other local planning boards in widely scattered sections of the country is reported by the Society as follows: Superior and Waukesha, Wis.; Clear Lake and Hawarden, Ia.; Concord, Bartlett, Hopkinton and Hudson, N. H.; Brookhaven, Amityville, and North Pelham, N.Y.; Ecorse, Mich.; Santa Cruz, Calif.; and Yakima, Wash.

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Salt Lake City Police Issue 110 Summonses In Traffic "Round-Up"

Results of a one-night "traffic round-up," in which police stopped 4,000 cars, were reported today by the Salt Lake City, Utah police department to the International Association of Chiefs of Police.

The report showed that police issued 110 summonses for traffic violations in the round-up. Eighty-one of these were for failure to possess drivers' licenses, seven for speeding, five for drunken driving and two for reckless driving. The remainder were for minor traffic violations.

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Liquor Traffic - Tax

Eight States Collect Beer Taxes By Bottle Crowns, Can Lids

Eight states are taking precautions to safeguard tax payments on bottled and canned beer by use of inscribed caps, crowns or lids, the Federation of Tax Administrators noted today. The tax-paid caps indicate directly on the individual bottle that the tax has been paid, whereas, when a tax stamp is used it appears only on the outside of the case.

The states now using tax-paid bottle crowns and can lids are Alabama, Georgia, Louisiana, Ohio, Pennsylvania, South Carolina, Utah and Virginia. Kentucky permits either crowns or stamps, but stamps only are in use.

In each of these states the can lid or bottle top is inscribed "tax-paid" by its manufacturer. Manufacturers of the container tops are bonded with the state and authorized to make and furnish the caps according to state regulation. They are responsible for the taxes represented by the official caps manufactured. The brewer, in turn, must use only tax-paid caps.

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Evanston Doubles Applicants By Advertising Advantages Of Civil Service Job

By advertising the advantages of a city civil service job throughout the country, Evanston, Ill. more than doubled the number of expected applicants for the position of chief examiner and secretary of its Civil Service Commission, the Civil Service Assembly of the United States and Canada reported today.

Unlike many cities which limit municipal positions to local residents, Evanston not only waived the residence requirement but sought to attract the best men available. The notice of the examination, sent to civil service commissions throughout the nation, said:

"This position is a special opportunity for an able young man with moderate or little experience. The task is that of building a merit system in a community which has operated under civil service for 40 years.....The city administration will give wholehearted support and cooperation." More than 50 persons applied.

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REFERENCE

NOV 15 1938

Voters of Two States Add Marriage Protection Laws

Approval of pre-marital blood test and waiting period requirements in Oregon and Maryland elections November 8 brings to a total of 26 the states which have some form of marriage protection legislation, the Council of State Governments reported today.

Oregon and nine other states have "eugenic marriage" laws demanding blood tests from both male and female candidates for marriage. The new 48-hour "wait" law adds Maryland to 22 states and the District of Columbia that demand a lapse between licensing and wedding. Besides these states, there are five others which require only the prospective bridegroom to furnish a physician's certificate of health and 16 which ask a personal affidavit without further evidence of freedom from social diseases.

The new Oregon law strengthened a previous statute which required blood tests from the male marriage partner only. Other states now making the requirement from both man and woman are New Hampshire, New Jersey, New York and Rhode Island, which first applied them this year, and Connecticut, Illinois, Michigan and Wisconsin. A Kentucky law becomes effective Jan. 1, 1940.

The Maryland law, which requires a two-day waiting period after an application for a marriage license, will abolish a flourishing marriage market that had existed especially since New Jersey, New York and Washington had enacted marriage protection laws. A similar proposal failed of passage at the last session of the legislature.

Most of the other states which demand advance notice of marriage also fix the interval of waiting between application for license and issuance. Some states fix the interval between license issuance and marriage, and New Jersey asks two waiting periods. The states with "marriage wait" laws include California, Connecticut, Delaware, Georgia, Illinois, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi and Montana. Also New Hampshire, New York, North Carolina, Ohio, Oregon, Rhode Island, Tennessee, Texas, Vermont, West Virginia and Wisconsin.

In a number of states, among them California, Indiana, South Carolina and Virginia, blood test laws for both marriage parties are anticipated for 1939 legislative consideration.

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Voters Reject Most Tax Proposals

Voters rejected most of the tax proposals placed on the ballots at the election of November 8, according to information reported today by the National Association of Assessing Officers.

Arizona refused to join the ranks of 13 states granting tax exemptions on homesteads by defeating a \$5,000 exemption. California also rejected a \$1,000 exemption on improvements on owner-occupied land which was a part of a single tax proposal. Florida and Louisiana, however, enlarged existing exemptions. Florida added widows and single persons as home owners exempt from all property taxes on properties up to \$5,000 valuation. Louisiana, which has been exempting homesteads up to \$1,000 value from most property taxes, added a measure exempting homesteads built or purchased after January 1, 1938, from three years' taxes, provided prevailing wages are paid in construction and all materials are American-made.

Voters registered disapproval of several other tax proposals balloted on in the various states. Along with California's defeat of a proposal to substitute a land tax for sales, use, private automobile and other levies, went defeat in Maryland and Washington of graduated state income taxes. Proposal of the New Hampshire constitutional convention to authorize a broader tax base, including a sales tax and graduated inheritance and income taxes, was also voted down.

Colorado voters refused to repeal the chain license and tax. Oregon voted down a transactions tax proposal for support of old age pensions. Washington voters renewed a 40-mill limitation on property taxes in effect since 1932. In an "omnibus" amendment designed by its 1938 constitutional convention New Yorkers among other things prohibited the ad valorem taxation of intangibles and the taxation of undistributed profits.

In both Louisiana and Arkansas voters passed on tax exemptions of industry. Arkansas approved exemption of new industries and manufacturing plants from property taxes for a maximum ten-year period.

Louisiana restricted to the next three years the period in which the state board of commerce and industry may negotiate contracts for tax exemption of new factories.

Earmarking of gasoline tax funds for road purposes only passed in every state where it was proposed. These included Alabama, California, New Hampshire and Michigan.

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Two States Liberalize Old Age Pensions; Others Alter Welfare Set-Ups

Although liberalization of old age pensions took the limelight in November elections, provisions for housing the underprivileged, fixing welfare financing in state constitutions, and integrating welfare administration, were among other measures approved by voters of the various states, the American Public Welfare Association reported today.

With North Dakota raising old age assistance from \$30 to \$40 a month, the Association noted, four states now provide a maximum of \$35 to \$45 monthly for their aged dependents. Colorado retained the \$45 pension in the November vote, keeping its place as the most liberal pension state. Missouri reduced eligibility age from 70 to 65 to comply with an order of the Federal Social Security Act.

New York, California and Michigan were among states voting on other social welfare subjects.

The New York amendment put into the constitution what had previously been only statutory authorization of the specific use of state funds for relief purposes, including unemployment, sickness and old age, education and support of the physically handicapped, and care of dependent children. The amendment permits the legislature to enact health insurance laws.

New York also became the first state to write a section on housing into its constitution. The amendment, effective January 1, 1939, authorized the contracting of state debt up to \$300,000,000 for loans for low-rent housing and slum clearance, the expansion of the debt limit of cities by two per cent, and granting of subsidies to municipalities or public housing authorities.

California voters approved a referred measure to abolish its "temporary" state relief administration, set up in 1936, and empowered lawmakers to deal with unemployment relief, thus paving the way to integrate the state's entire welfare program as some 30 states have done the past two or three years. Michigan voters veered the other way, refusing to accept a proposition to consolidate the ten state agencies working on various aspects of welfare.

South Dakota voters retained a five-man unemployment compensation commission by defeating a proposal for a one-man commissioner.

Arkansas passed a workmen's compensation measure. Georgia empowered counties to levy taxes for medical care and hospitalization of the indigent sick.

Eight Cities Pass New Civil Service Laws; Three Extend Merit Systems

Adoption of new civil service provisions in eight cities and one county, and extension of the merit system in three cities at the November elections were reported today by the Civil Service Assembly of the United States and Canada.

Six New Jersey cities voted to place all municipal employees under civil service. Monmouth county, N.J. also made the same provision, while 11 New Jersey cities rejected civil service proposals at the polls. Municipalities adopting the merit system were Milburn, Park Ridge, Rutherford, Teaneck, West Orange and Woodridge. Similar proposals lost in the cities of Bayonne, Belleville, Denville, East Rutherford, Garfield, Hawthorne, Madison, Passaic, Dunellen, Fairlawn, and Bergenfield.

Garden City, Mich. voted to place the position of chief of police under civil service, while Highland Park, Mich. approved a merit system for all city employees without qualifying examinations.

Other civil service gains as the result of the recent ballots included the extension of the system in Detroit to cover employees of the municipal house of correction. Enactment of the new statute will bring virtually all Detroit city departments under the merit system.

Cleveland voters also approved the extension of civil service to unskilled laborers. The vote will place more than 5,000 workers on the merit basis. In Portland, Ore. voters approved an amendment to the city charter permitting the civil service commission to prescribe any qualifications which it deems proper for any classified civil service position. The amendment also provided definite age limits for members of the fire department.

The addition of the eight cities brings the total number adopting civil service provisions during 1938 to 16. Gains in the merit system during the year also include the placing of nearly 100,000 additional federal positions under civil service, and the extension of the system to a number of state welfare and unemployment compensation employees.

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One City Approves City Manager Plan; Adoptions For 1938 Total Eight

With the addition of one city at November 8 elections, 475 municipalities of the United States and Canada now operate under approved council-manager governments, the International City Managers' Association reported today.

The city adopting the council-manager plan by popular vote in the current election was Yonkers, N.Y., population 135,000. Greenwood, S.C. favored a council-manager plan by a five-to-one advisory vote but will require the approval of the state legislature before the plan can be put into effect.

Paducah, Ky. voted to retain its manager government at the November election, while Ashland, Ky. decided to abandon it. City manager proposals lost by narrow margins in Battle Creek, Mich. and in four Massachusetts cities--Quincy, Northampton, Chicopee, and Cambridge. The Cambridge proposal, which lost by fewer than 1,000 votes, may receive a recount.

The new city manager adoptions bring the total this year to nine, three less than the total for last year. Other cities which put the plan into effect in 1938 were Lexington, Va., Verdun, Que., Tappahannock, Va., Ephrata, Pa., Dover-Foxcraft and Milo, Me., and Bendix, N.J. Bendix is the smallest city manager municipality, with a population of 35.

A total of 451 cities and seven counties in the United States are now operating under council-manager governments, the Association reported. The list also includes 16 cities in Canada, one in Puerto Rico, and four in Ireland. The city manager cities have a total population of more than 11,000,000.

Other cities which have voted this year to retain their council-manager governments include Beloit and Fort Atkinson, Wis.

Michigan, with 46 cities under city manager government, has the largest number in any state.

Labor Proposals Accepted By Voters Of Two States

Labor rights written into the New York constitution and the first statewide anti-picketing law, in Oregon, resulted from five proposals on industrial relations put to the people on November 8, the Council of State Governments noted today. In California and Washington strict regulations on the conduct of strikes were voted down.

New York's new amendment, a product of the 1938 constitutional convention, recognizes employee unions and collective bargaining, hitherto written into legislative acts only. An eight-hour day, five-day week and prevailing wage scale for all public works contracts, except in an emergency, were also accepted. A proposal in Utah for legislative regulation of hours on public works projects was defeated.

The Oregon anti-picketing measure, which carried by a near 3-to-2 vote, regulates picketing and boycotting by labor groups and organizations. It specifically defines the term "labor dispute" as "an actual bona fide controversy" between employer and a majority of employees, which concerns matters directly pertaining to wages, hours, or working conditions of employees. Regarded as the most drastic of the proposals in the three Pacific states, it also forbids unions to create funds beyond "legitimate requirements." This would prevent amassment of strike or "war chest" funds.

California's defeated initiative defined "lawful" and "unlawful" picketing, and restricted employer boycotting to strikes concerning hours, conditions or wages. Many other restrictions were included which appear in the recently adopted Los Angeles city ordinance regulating conduct in strikes.

The Washington measure relating to strikes provided for a 30-day lapse after employees had served written demands for a strike, during which period negotiations would be carried on and the employer could not declare a lock-out.

JOINT REFERENCE

LIBRARY

NOV 26 1938

Police Precautions Urged to Maintain Low 1938 Auto Death Toll

Police chiefs throughout the country were urged by the Traffic Safety Division of the International Association of Chiefs of Police today to taken seven precautions during the last five weeks of 1938, in an attempt to maintain a lower traffic accident record during the year's danger period.

With automobile fatalities about 20 per cent less for the first 10 months this year than for the same period in 1937, the lives of at least 8,500 persons will be spared if the rate continues through December, the Association pointed out.

Because frequent bad weather, increased night driving and other factors usually accelerate the accident rate during December, police chiefs were asked to take the added safety measures for this period. Following are the precautions suggested:

1. Transfer as many police officers as possible to the traffic divisions, to meet the increased demand for control.
2. Assign as many traffic police as possible to the evening shift, since accidents reach their daily peak in the hours from 4 p.m. to 8 p.m.
3. Keep as many men as possible on motorcycles or in squad cars, and when the weather does not permit motorcycle patrolling, place the dismounted men in the cars, to aid in curbing violations by moving traffic.
4. Assign men to those districts of the city where accidents are occurring most frequently, with special emphasis on the intersections, streets and areas where severe accidents happen.
5. Instruct every traffic officer of the gravity of the accident situation at this time of year. Make it plain that he can help prevent the annual increase in deaths in this period.
6. Bear down hard on the drinking driver, who will be most prevalent in the holiday season, and let the public know that drunken drivers will not escape prosecution.
7. Use press and radio facilities to warn citizens of the increased hazards of driving and walking at this time of year, when days are short, visibility often poor, and streets and highways wet and slippery.

Rehabilitation Vocat.

Re-Training Handicapped Seen As Joint Vocational-Public Assistance Problem

Growing participation of state welfare and public assistance agencies in the nation's rehabilitation program was foreseen today by the American Public Welfare Association. To refit the physically handicapped, who increase by 150,000 each year, for making a living, the federal, state and local governments now spend \$3,300,000 annually.

At present, training the disabled for new vocations is a problem of the department of vocational education in most states. As pointed out in a recent report of the Federal Advisory Committee on Education, however, many of the cases requiring vocational rehabilitation are first located and investigated by a welfare worker, who analyzes the disabled person's background. Often medical or surgical treatment is necessary before actual training for a new occupation can begin under guidance of the vocational education service. For this reason, the entire vocational readjustment process might in many states be undertaken by public welfare agencies instead of education departments.

The Association cited West Virginia as an example of what may be done by correlating services for the physically disabled with the department of public assistance. West Virginia has a unique state-wide physical rehabilitation program for those on relief.

Through this service nearly 2,000 handicapped persons returned to active private employment within the past year and a half. During the period since March, 1937, when the state made the first grant for the rehabilitation of persons on relief through treatment of their physical disabilities, 2,604 applicants were approved. Of these, 1,985 were enabled to return to work by August, 1938. Hospitalization and medical fees for typical cases average \$120, while the amount required to support a family whose breadwinner is disabled over a long period would total much more.

Two Cities Substitute Planning For Handouts In Industrial Promotion

Industrial promotion methods of two New Jersey cities which use information obtained from industrial surveys rather than municipal handouts to attract new industries were reported today by the International City Managers' Association.

The cities of Paterson and Newark, N.J. are among the first to base their promotion programs on studies of their industrial situations directed by municipal industrial commissions, the Association said. Through these studies the commissions try to discover the industrial needs of the city, its resources for efficient manufacture and its probable future development.

These studies also include developments and inventories of machinery used in factories already in operation. The industrial promotion programs include assistance to existing factories, with the attempt to strengthen them if necessary. The promotion methods are based on the belief that the value of an economic location will outweigh grants of free land, power, or tax exemption to successful industrial organizations.

Paterson is also studying its labor situation in an attempt to establish procedures which will aid in the adjustment of labor disputes before they reach a critical stage. It has also established a capital structures committee composed of business men, credit and investment authorities to serve industry on financial matters.

On the basis of facts about its industrial situation the commissions of these two cities advertise their advantages to industries interested in establishing a location, and at the same time keep in constant touch with the developments of industrial plants already established.

Both the Paterson and Newark industrial commissions were established under a 1936 New Jersey law. This law defines many of the powers of such municipal commissions and limits their annual appropriations to \$25,000 a year.

State Legislatures Found Proving-Ground For Federal Careers

State legislatures provide the largest training ground for careers in federal public service, according to an analysis issued by the Council of State Governments today on the careers of legislators after they leave the state house. Prof. John Brown Mason, Department of Social Science, Fresno State College, prepared the study for the Council.

During the past ten years, according to the study, more than one-third of the membership of the United States Congress was made up of former members of state assemblies. More than 75 per cent of the speakers of the national house of representatives from 1789 to the present time were drawn from former state legislators.

A total of 125 former state legislators attained cabinet positions. The Department of Justice claimed 21 of them, while the State, Treasury, War and Post Office departments have been headed by 17 each. Nineteen former state lawmakers have headed the Navy Department. Ten have been Secretaries of the Interior, four have directed the Department of Agriculture, and three the Department of Commerce.

Nearly one-half of the 81 justices who have served the United States Supreme Court had previously sat in state legislative houses.

* * *

Changes In State Procedures Vetoed By Voters

Voters of 1938 were slow to adopt changes in state organization and procedure submitted for their consideration in November elections, the Council of State Governments reported today. Although Massachusetts electors approved the change from annual to biennial legislative sessions and Arizonans voted to prohibit legislators from holding other public jobs during their terms, half a dozen other measures relating to legislative pay and tenure met defeat.

Neither Oregon nor Missouri, where increases in legislative pay were proposed, voted an approving majority. South Dakotans vetoed an increase in the size of their legislature. Nebraskans disapproved a proposal that would have made appointive all executive officers except governor, lieutenant-governor and auditor. Arizonans defeated an initiative to make the tenure of office of all appointed state boards and commissioners coterminous with the governor's term. Missourians also defeated a proposal to allow the state treasurer to run for re-election.

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Snow-Belt Cities Prepare For Winter With Organized Campaigns

With snow removal in 1938 a much more important municipal function in the northern cities than it was ten years ago, owing to increased public demand for free traffic ways at all times, many municipalities have prepared organized campaigns for snow fighting, the American Public Works Association reported today.

In addition to organizing street cleaning forces and equipment according to charted duties, several cities utilize employees from other departments to assist in snow removal.

New York's Department of Sanitation each fall conducts a ten-day training school to instruct all truck drivers in the department and some common laborers in the operation of special snow equipment. In this way the city is assured that there will be enough trained operators to handle the severest storm.

Newark, N.J. has its snow-removal force organized for day and night shifts. Enlisted in addition to bureau of street cleaning employees are timekeepers, inspectors and foremen from other city departments. Each person is instructed as to his duties beforehand, and the first snowfall is utilized as a "fire-drill" to test preparedness of both forces.

Cincinnati has two separate organization plans--"A" for light and average snows and "B" for heavy snows. Sometimes the first organization will handle the work during the early part of the storm and the second group will be called out if it becomes apparent that a greater force is needed.

Snow and ice-fighting expenditures form an important outlay in local government budgets, the Association pointed out. Cities in many cases spend more for this purpose than they spend for street cleaning. Four of the northernmost cities in the winter of 1936-37 spent three times as much for snow removal as for other kinds of street cleaning.

200 Small Cities Build Community Centers

Nearly 200 cities and towns ranging in size from populations of 600 to 62,000 have constructed municipal auditoriums and civic centers during the past two years, information from the International City Managers' Association showed today. Most of the building was made possible by aid of the Works Progress Administration, the city or county sponsoring the project and supplying part of the funds. In addition, a number of older auditoriums in large cities were entirely remodeled.

Many of the municipal auditoriums include space for municipal offices, community theaters, gymnasiums, armories, and rooms for the public library. Structures to house local units of the National Guard were built to include auditorium facilities in some 20 North Carolina towns and cities. Auditoriums were built by eight Colorado towns, 22 Kansas cities and towns, 19 towns in Georgia, 12 in South Dakota, and 13 in Minnesota.

* * *

Eleven Schools Offer Instruction In Housing Administration

Eleven colleges and universities in seven states are now offering courses designed to aid persons toward careers in the new profession of housing, the National Association of Housing Officials reported today.

Although few definite qualifying standards for large-scale housing administrators have been established, the instruction now offered covers problems of low-rent housing, planning and housing legislation, community planning, and real estate management.

Schools listed by the Association include New York University, Columbia University, Blue Ridge College, Massachusetts Institute of Technology, Georgia School of Technology, University of Minnesota, Sarah Lawrence College, Wayne University, University of Buffalo, University of Chicago, and The New School for Social Research.

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New Bond Issues Rejected By Most Cities In Elections

Municipal bond issues found little favor in the November elections, as voters in the various cities approved only \$11,000,000 of bond proposals totaling \$100,000,000, an analysis by the International City Managers' Association showed today. Voters also passed on questions of pensions for municipal employees, city charter revisions, and local liquor regulations.

Among the largest local bond issues approved were those of Harrisburg, Pa., \$1,600,000; New Orleans, La., \$1,500,000; Cincinnati, O., \$1,500,000; and Savannah, Ga., \$1,000,000. Several other bond proposals requiring a 65 per cent favorable vote for passage received majorities but lacked the necessary two-thirds. A number of Ohio cities voted extra tax levies to cover deficits in their treasuries.

Pensions for police and firemen were adopted in Ann Arbor, Mich. and Paramus and Rochelle Park, N.Y., while proposals to liberalize municipal pensions lost in Midland Park, N.J., Santa Monica and San Francisco, Calif. A state constitutional amendment approved in New York puts all municipal memberships in the state pension or retirement system on a contractual basis after July 1, 1940, making it impossible for cities to change pension agreements after that time.

Prohibition of liquor sales under local option provisions was approved in a number of localities. In Ohio 45 new precincts, towns and villages voted to ban the sale of liquor and three districts repealed their local prohibition laws. Springfield, Mass. approved the local sale of liquor, while Flint, Mich. banned sale by the drink. In the Rochester, N.Y. section, 12 districts voted to discontinue the sale of alcoholic beverages. Sale of liquor on Sunday was banned in Midland Park, N.J. but permitted in Runnemede, N.J. Boston, Mass. voted to retain liquor legalization.

Several city charter changes resulted from the balloting. Yonkers, N.Y. became the four hundred seventy-fifth city to adopt council-manager government. Greenwood, S.C. asked the state legislature to legalize charter changes favoring the council-manager plan. New Bedford, Mass. amended its 90-year old city charter, replacing a 30-member bicameral legislative body with a council of 11 members. Utica, N.Y. reduced the number of its councilmen from 17 to nine.

Seven cities and one county adopted civil service for all employees and three cities strengthened their merit system coverage.

Miscellaneous measures included the approval of Sunday movies in Montclair, N.J. and their ban in Knoxville, Tenn. Rochester, N.Y. voted to follow daylight-saving time. Palm Beach County, Fla. approved voting machines. A number of Massachusetts localities banned pari-mutuel betting on horse racing and a larger number ruled out betting on dog races.

Cities Consider Smoke Control For Health And Economy

Renewed municipal attention to smoky skylines, once considered the mark of prosperity, but now taken as a sign of costly fuel waste and unhealthy atmosphere, was reported by the American Municipal Association today.

Among recently instituted smoke surveys is that of Chicago, Ill., which is utilizing a \$392,467 Works Progress Administration grant. More than 2,000 Chicago buildings inspected during the first ten months of 1938, following passage of a revised anti-smoke ordinance, were found defective in smoke control equipment.

Louisville, Ky. has completed one year of a projected five-year smoke abatement campaign, with civic club support and cooperation of home-owners on their own "firing line." In Pittsburgh the Department of Health is cooperating on a long-term survey to determine the effect of smoke on local citizens' health. Massachusetts cities within the past year gained legislative permission to pass ordinances specifying smoke density and emission periods for various types of stacks.

Although 78 of the large cities in the country have written ordinances designed for smoke abatement, only about a dozen of them have special bureaus of smoke control, the Association pointed out. Among these are Baltimore, Md., Chicago, Ill., Cleveland, O., Erie, Harrisburg and Pittsburgh, Pa., Kansas City, Mo., Milwaukee, Wis., Nashville, Tenn. and Rochester, N.Y. Washington, D.C., revising its smoke control law within recent years, created a separate division in the engineering department which makes sustained effort under strict ordinance to prohibit any emission of medium-dense smoke throughout the capital.

Most of the municipal ordinances prohibit smoke density according to degree for various types of structures, such as homes, factories, trains and boats. Density in most cases is measured by a chart which labels the shade of smoke according to a grading standard, on the basis of observation as it rises from the stack. Six minutes an hour is the usual smoke emission period permitted. Twenty-three cities with anti-smoke ordinances exempt homes from its provisions, although faulty firing in dwellings and small apartments is frequently found an important cause for smoke nuisance.

Annual appropriations specifically for smoke control range from \$150 to \$100,000, but more than 30 cities with ordinances report "no appropriation." New installations and alterations of fuel-burning equipment are supervised under ordinance authority in 52 cities. In 57 cities inspectors may be called upon to give firing instructions.

Welfare Directors To Seek Coordinated Program In Washington Conference

Methods of coordinating federal, state and local public welfare programs will receive the foremost attention of public welfare officials from all over the country at a national round table conference in Washington Friday through Sunday, the American Public Welfare Association announced today. About 700 welfare administrators and staff members are expected to attend the sessions.

The conference will give primary consideration to methods of eliminating duplication and gaps in welfare service through closer cooperation among local, state and federal government departments. Administrators will also hear a report of the Association's special committee on medical care for the sick poor. The committee's preliminary study, prepared with the cooperation of medical public health and hospital associations, reported many cases in which the responsibility for public medical care rests with several government departments.

A cooperative program of public welfare will be discussed by Frank Bane, executive director, Council of State Governments, and former executive director of the federal Social Security Board, at a dinner meeting on the opening day of the meeting. Mrs. Franklin D. Roosevelt will be toastmistress at the dinner.

Representatives of federal social service agencies who will present reports at the dinner meeting are: Arthur J. Altmeyer, Social Security Board; Harry Hopkins, Works Progress Administration; Katharine Lenroot, Children's Bureau; Dr. Thomas Parran, U.S. Public Health Service; Josephine Roche, Interdepartmental Committee to Coordinate Health and Welfare Activities; Nathan Straus, United States Housing Authority; and Charles W. Taussig, National Youth Administration.

Round table meetings on Saturday will concern the administration of public assistance, legislative requirements for broadening social services, and training and personnel needs of welfare agencies. Problems of general relief and migration of welfare cases will be the subjects of panel discussions.

U.S. 1937 Tax Bill \$15 Less Per Person Than That Of Great Britain

The bill paid by taxpayers of the United States in 1937 was an estimated \$15 less per person than that paid in Great Britain, a comparative study by the Federation of Tax Administrators showed today. Citizens of Great Britain paid \$107 per person for all taxes, while the total local, state and federal tax bill for the United States figured \$92 per capita, according to the study.

From sources of tax revenue which varied widely in yield between the two countries, Great Britain's taxes totaled \$4,908,410,000 and those of the United States, with a population a little less than three times as large, amounted to \$11,838,700,000. In Great Britain 34 per cent of this total came from income taxes. In the United States property taxes constituted 38 per cent as the largest source.

Customs duties in Great Britain produced approximately one-fourth of the total tax revenue--about the same proportion as yielded by various excise taxes in the United States. The British income tax brought in \$1,692,000,000 and customs \$1,075,000,000, while in the United States the property tax revenue totaled \$4,500,000,000 and excise taxes \$2,896,000,000 as the first and second most important sources.

Besides the outstanding differences in yields of the various taxes, there was also a wide difference in the amount of taxes collected by the national and local governments in the two countries, the study showed.

In Great Britain, for example, the national government received an estimated 83 per cent of the total 1937 tax collections, while the federal government of this country received about 41 per cent. The local authorities in Great Britain, constituting the only level of government below the national, received their 16.8 per cent of the total taxes entirely from property levies, while in the United States, state, county and municipal governments raised 59 per cent of the total taxes by various types of levies.

Combined state and local taxes in the United States totaled about \$7,000,000,000 in 1937 as compared to about \$827,000,000 in Great Britain.

Studies Show Many On Relief Need Public Aid From Two To Four Years

Citing figures showing that families placed on the relief rolls of Milwaukee County, Wis. usually receive public aid for nearly four years, a study reported by the American Public Welfare Association today declared that "people are remaining on relief longer than is commonly supposed or planned for by cities."

Nearly half the Milwaukee County relief cases of January 1937 had received their first relief in 1931, the study by Benjamin Glassberg and Alexander J. Gregory of the Milwaukee County relief department showed.

Of the 1,634 cases considered in the survey, which covered a six-year period, 41 per cent had received aid continuously from the time they were added to the rolls, and an additional 29 per cent had but one break in their relief histories. The median duration for all cases was 45 months out of the 72-month period of the study. About one-tenth of the cases received some relief continuously for 71 or 72 months.

The Milwaukee County study also showed that approximately 58 per cent of all cases studied had no private employment from 1931 to 1937, and an additional 15 per cent had only from one to five months' work.

Sampling studies in New York City and Chicago early this year resulted in similar findings on the length of time people remain on relief. In New York, for example, about 51 per cent of 3,540 cases studied were found to have been on relief continuously from two to seven years.

Differences in policy among cities greatly influence the continuity of clients on relief, the Milwaukee County study pointed out. Some cities do not grant relief to families one of whose members is employed on a federal work project regardless of the family size. Other cities do not grant supplementary aid to persons employed full time in private industry, though wages may be less than subsistence. Milwaukee supplements private earnings with relief when necessary, and does not count more than 50 per cent of adult children's earnings as family income.

Twelve States Use Sales Tax Tokens

Twelve of the 23 states with sales taxes use tokens to facilitate accurate tax payments, information from the Federation of Tax Administrators showed today.

Issued in fractions of a cent, tokens of the twelve states in 1937-1938 were mainly in one- and five-mill denominations, although one and one-half and two-mill tokens have been issued.

Mississippi tokens carry the inscription: "to make change for correct sales tax." Alabama tokens are labeled "luxury tax." Sales tokens of several other states advertise the purpose for which proceeds of the tax will go. Oklahoma tokens indicate that proceeds finance old age assistance. Louisiana tokens carry the words "public welfare."

The states which use sales tax tokens include: Alabama, Arizona, Colorado, Illinois, Kansas, Louisiana, Mississippi, Missouri, New Mexico, Oklahoma, Utah and Washington. In addition, Arkansas, North Carolina, South Dakota and Wyoming have legislative authority to use tokens but do not do so. The sales tax acts of California and Ohio provide for the use of tax stamps, but only Ohio uses them.

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Employee-Safety Program Saves Milwaukee \$30,000 Annually

Since the installation of an employee-safety program, Milwaukee, Wis. has reduced its annual outlay for compensation payments and medical expenses for accidents by a third, the Civil Service Assembly reported today.

Before starting its safety program in 1932, Milwaukee spent \$90,000 a year on accident compensation for municipal employees. Accidents have since been reduced so rapidly that compensation costs decreased to \$60,000.

The Milwaukee program is in the hands of a Safety Commission composed of city officials and representative citizens appointed by the mayor. City departments carry on year-round safety education among employees. The Commission keeps a daily accident record to focus attention on occupational hazards. Special preventive and corrective measures are taken on frequent types of accidents.

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First Nation-Wide Traffic Enforcement Study Announced

Announcement of the first nation-wide study of traffic law enforcement through surveys of traffic courts and the enforcement work of police was made today by the International Association of Chiefs of Police, following the appointment of two men to make the study by Arthur T. Vanderbilt, former president of the American Bar Association and chairman of the National Committee on Traffic Law Enforcement. 4

Mr. Vanderbilt, who will administer a \$12,000 grant made for the study, appointed A. R. Forster of the Northwestern University Traffic Safety Institute and George Warren, Newark, N.J. to direct two projects included in the study. Mr. Forster will survey the work of police pertaining to traffic law enforcement and Mr. Warren the work of traffic courts and prosecutors. W

The purpose of the study will be to develop standards of traffic law enforcement from the practices now being followed in various parts of the country. The committee on traffic law enforcement also expects to aid states and local communities in adopting enforcement standards.

Examples of the types of traffic enforcement problems which will be studied by the two men are as follows: under police work Mr. Forster will consider questions of measuring the amount of enforcement which is necessary, selection of the number of men needed for duty in locations where the most accidents and violations occur, and the evaluation of warning tickets and other enforcement measures.

Mr. Warren will consider such problems as cooperation between prosecutors and police, the organization of special traffic courts, traffic court problems of rural areas, and questions of penalties.

The committee on traffic law enforcement expects to hold a national conference on traffic safety and law enforcement in the spring of 1939. Progress in the studies and possibilities for adoption of proposed standards will be discussed at the spring meeting.

The grant for the studies and conference was made by the Automotive Safety Foundation.

Motor vehicles - Parking

Cities Provide Municipal Parking Lots As Part-Answer To Congestion Problem

A growing trend toward municipal provision of free or low-cost parking facilities as part-answer to the traffic congestion problem in business districts is disclosed in a survey issued today by the American Society of Planning Officials and the International City Managers' Association.

Municipally owned off-street parking areas, one-third of which had been established during the past three years, were found in 33 cities. At least eight other cities are contemplating plans to establish municipal lots, the survey reported.

Capacity of the lots, which in all cases supplement parking areas operated by private owners for profit, ranges from 72 cars in Piqua, O., to 3,000 in Memphis, Tenn. and 3,500 in Chicago. Racine, Wis., utilizing a filled-in lake front area, offers space for an "unlimited number of cars."

The usual annual cost to the city for operating the parking lots, according to the survey, ranges from \$50 to \$200. This expenditure is for maintenance, and no attendants are supplied. Only two of the 33 cities charge a fee for parking.

Many of the cities utilize land already owned for their parking areas. Baltimore uses an area obtained through condemnation of an old market. Saginaw, Mich. has converted a former school site, a river front area and a city market to the purpose. Chicago uses reclaimed lake land.

A number of cities have purchased or leased privately owned land. Winnetka, Ill. spent \$18,000 to acquire lots to accommodate 150 cars. Red Bank, N.J. leases six lots at a \$3,500 yearly rental. San Mateo, Calif. leases four parking lots at \$1 per year per lot.

A few cities are using land taken over for delinquent taxes, among them Brockton, Mass., Waukesha, Wis. and Lima, O.

While most municipalities cannot expect to provide free off-street parking space for all cars visiting their business districts, officials of many cities, as well as traffic experts, believe that municipal operation of parking lots will be necessary to assure permanency of location and reasonable rates for users, the survey declares.

The survey recommends thorough study of street parking conditions before municipal parking plans are devised, and suggests that conditions change often enough to warrant repetition of such study periodically.

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Cities To Consider Proposed Zoning Changes In 1939

Proposals for changing local zoning ordinances based on surveys made during the past year will come before officials in a number of cities in 1939, the American Society of Planning Officials said today.

Included in the extensive surveys recently completed are those of the New York and Cleveland, O. regional planning agencies. Other cities making re-zoning studies are Seattle Wash.; Minneapolis, Minn.; Wichita, Kans.; San Diego, Calif. and Memphis, Tenn.

Both the New York and Cleveland surveys recommended reduction of the areas now zoned for business and industrial uses. They also found that present zoning permits too great a population density in certain apartment house areas and advised stricter enforcement of present zoning laws.

The New York study showed, for example, that towns within the region had assigned from 19 to 29 per cent of their areas for business, while in most cases one-quarter or one-half the amount zoned was actually being used. New York City itself, it was pointed out, has zoned 63 per cent of its land for business and industry, yet is using only 10 per cent for these purposes.

The Cleveland regional survey disclosed that the zoning regulations of one municipality allowed 218 families per net acre in the apartment districts. A density of 30 to 40 families in multiple dwelling zones was quoted as a more reasonable standard. In nearly all 39 communities surveyed, the regulation for residential building in industrial districts was found to be "very lax."

Most ordinances now being written attempt to reduce the zones for business purposes to an amount somewhat near that which will actually be used, the Society pointed out. They also set aside space for recreation areas and in several cases increase minimum residential lot-sizes and provide for architectural control.

Ordinances recently enacted for Marin County, Calif., Southfield Township, Mich. and Glynn County, Ga. specify larger lot sizes. The Marin County, Calif. and Dade County, Fla. ordinances require official approval of building design in certain zoned districts.

Housing - Standard

Cities Consider Yardstick For "Substandard Housing"

Faced with the necessity of defining "unfit" and "substandard" housing in connection with their low-rent housing programs, several cities are changing provisions of their building codes or writing new ordinances, the National Association of Housing Officials reported today.

Dallas, Tex. is most recent to pass a complete ordinance determining housing that should be demolished. The ordinance describes in detail requirements for water closets, kitchen sinks, and connections to city sewerage and water systems, and refers to other health and fire requirements included in city codes. A dwelling may be labeled unfit on any one of five counts, ranging from lack of sanitary sewerage facilities to inadequate means of entrance or exit as defined in the fire law.

New York City has within the past year made further revisions of its multiple dwelling law providing for improvement or demolition of such buildings unless certain minimum specifications are met. An ordinance has also been proposed to the Chicago Council defining unfit living units and establishing the authority for their riddance. Among other cities with more or less definite specifications on substandard housing are Portland, Ore., Cincinnati, O. and Minneapolis, Minn.

Existing ordinances or housing regulations vary widely among localities. Since part of this variation in standards is due to differences in local conditions and customs, it would probably be impossible to establish a minimum standard for the entire country, the Association said.

Where cities have not set up regulations establishing minimum requirements for housing, it is important that local housing agencies obtain official recognition of some standards before undertaking new public housing construction, the Association declared. Adoption of such regulations are not necessary before undertaking housing surveys with a view toward improving housing conditions, according to the Association.

Wash. Bulletin - Taxation

Washington Moves Up Motor Vehicle Tax Collections With New Excise Levy

Increase in motor vehicle tax revenues totaling \$500,000 has followed this year's change from the general property tax to an excise levy on automobiles in the state of Washington, the Federation of Tax Administrators reported today. The increase in net revenues, which rose from \$738,000 in 1937 to \$1,242,000 in 1938, occurred when there was an actual decrease in tax rates and practically no addition in the number of vehicles registered.

As explained by Washington State Tax Commissioner T. M. Jenner, the larger yield results from the fact that the new law, passed in 1937, secured tax collection on the 38 per cent of the private motor vehicles which assessors failed to list under the former law, plus the 25 per cent that were usually delinquent. Collections are safeguarded because the State Tax Commission furnishes a schedule of values to the county auditor, who requires tax payment before he will register a car owner for the annual license.

Washington is one of seven states that have substituted the excise tax for the general property tax on motor vehicles. Others in the group are California, Colorado, Massachusetts, Maine, New Hampshire and Wyoming. Twenty-three states and the District of Columbia still impose the general property tax, while 17 states exact only a state registration or license fee. Louisiana exempts motor vehicles from all state property taxes.

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Public Forums Scheduled For 36 Cities

Several hundred thousand citizens are learning about governmental problems and other current affairs at community forums in more than 20 states this winter, the International City Managers' Association noted today. The public forums are a joint project of the United States Office of Education and local authorities.

In 15 states groups of small communities share forum meetings and leaders, underwriting 27 per cent of their cost from local school budgets or other resources, while the federal government supplies the remainder of the financing. In 36 of the larger cities leaders paid by federal funds are developing the forum programs. Among the cities are Birmingham, Ala., Little Rock, Ark., Des Moines, Ia., Oklahoma City, Okla., Chattanooga, Tenn. and San Antonio, Tex.

Public forums operated between January and June, 1938 in 153 communities attracted an attendance of 280,310 persons.

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(Accidents ^{involving} Prevention)

Black Flags Marking Traffic Deaths Serve As Safety Reminders

Use of safety banners and other exhibits by a number of cities as a means of pointing the need for careful driving was reported today by the International City Managers' Association.

Washington, D.C. is the latest city to fly a black flag on the day of a traffic fatality and a white banner on days free from traffic deaths. Other cities where a black flag is the sign of a traffic death are Atlanta, Ga. and Indianapolis, Ind.

Evanston, Ill. and Marshalltown, Ia. use a green and white safety banner which is flown at half mast on the days when traffic fatalities occur. Port Arthur, Tex. displays the location of current traffic accidents on a bulletin board in its business district, while Brown County, Wis. and Peoria, Ill. have erected large safety clocks showing the number of local traffic deaths and injuries.

"Death cars" from accidents involving reckless driving are prominently displayed in the cities of Kansas City, Mo. and Riverside, Ill. In Seattle, Wash. a character known as "Patrol Pete" appears on signboards and in newspapers as a reminder to motorists to watch their driving.

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(Public Welfare - Interstate Relations)

States Integrate Correspondence Systems To Deal With Interstate Welfare Problems

Twenty-five states have established machinery for handling interstate welfare problems through centralized clearance of correspondence, the American Public Welfare Association said today.

Most of the states have taken some steps to integrate their correspondence systems as the result of the increase in interstate problems resulting from the application of state social security and old age assistance programs, according to the Association. For example, for questions arising on the administration of social security benefits in cases of persons who have moved from one state to another, correspondence would be handled directly through the state clearing house offices.

States which have established the most completely integrated systems are: Connecticut, Kansas, Louisiana, Montana, New Hampshire, North Carolina, North Dakota, Oregon, South Carolina, Wisconsin and Wyoming.

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Welfare And Tax Bills To Head Proposals In 44 State Legislatures Meeting In 1939

Changes in social security and welfare laws including bills to liberalize old age pensions and unemployment compensation will head the list of proposed legislation to come before the legislatures of 44 states scheduled for regular sessions in 1939, a survey by the Council of State Governments showed today. The states will also consider measures to finance these new welfare proposals as well as methods of supporting direct relief needs.

The legislatures of 43 states will convene during the first half of January, and the lawmakers of Florida are scheduled to meet in April. Among the other proposals which many of the states will consider are those on labor, civil service, marriage law revision, and increased state support for schools.

Liberalized old age pensions will be proposed in California, Minnesota, Nevada, Vermont, Washington, Maine and Indiana, and possibly several other states, the survey showed. Massachusetts will consider reducing eligibility for pensions from 65 to 60 years, while Colorado and North Dakota, where \$45 and \$40 a month pensions have been voted respectively, will ponder methods of financing these grants.

Bills to extend the coverage of unemployment compensation laws, the survey indicates, will be proposed in at least the states of New Hampshire, Oklahoma and Vermont. The legislatures of Connecticut, Colorado and Vermont will consider improvement of welfare facilities.

The survey shows that the legislators are likely to consider a wide variety of tax proposals. Sales tax bills are indicated for Texas and Massachusetts and possibly Nevada and Oregon. Missouri legislators will consider an increase in the state sales tax from two to three per cent. Among the other tax proposals are state income taxes in Maine and Connecticut; a business and occupation tax in Colorado; and a one-mill corporation tax in New Jersey. The Colorado legislature will consider proposals to put income tax revenues into the general fund and to revise income tax rates.

(MORE)

Bills to reduce gasoline tax levies are indicated for Oklahoma, Nebraska, Pennsylvania and Wisconsin.

Most of the labor legislation will consist of wage-hour proposals to complement the federal wage and hour law, according to the survey. Wage and hour bills are scheduled for consideration in Connecticut, California, Iowa, Massachusetts, Nevada, New Hampshire, New Mexico, Utah, and Vermont. Wisconsin will probably consider revision of its collective bargaining law and Vermont the establishment of a state labor department.

State civil service laws will be proposed in Alabama, Georgia, Minnesota, Iowa, New Mexico, Oklahoma and Texas, the survey shows. Connecticut and Michigan, which adopted the merit system two years ago, will study revisions. Bills to strengthen existing civil service laws are indicated for Massachusetts and Colorado.

Bills requiring pre-marital physical examinations are scheduled for consideration in seven states--Indiana, Iowa, Maine, Missouri, Ohio, Virginia and Vermont. Ten states now have such laws.

Proposals for state support of public schools will come before the legislatures of Connecticut, Florida, Iowa, Minnesota, Nevada, North Dakota, Oklahoma, Oregon, Utah, and Washington. In most states where state support of schools will be considered, the object will be to equalize educational opportunities in all localities. Illinois legislators will consider measures for consolidation of some of its smaller school districts.

State reorganization will come before the Colorado legislature, following a survey of its state government. A state business manager may be proposed for Minnesota. Delaware legislators will consider for the second time the establishment of a state supreme court. The Iowa legislature will consider a bill to establish a department of public safety, and Vermont a state police system.

Among the miscellaneous legislative proposals are those to repeal the port of entry laws in Oklahoma and New Mexico. Nevada will consider a drivers' license law. The Wyoming and New Mexico legislatures may work on proposals for unicameral legislatures. Low-rent housing legislation of various kinds is scheduled for consideration in Connecticut, Missouri, Michigan, New York and a number of other states.

7,000 Families Move Into Government-Financed Housing In Past Six Months

With the addition of approximately 7,000 living units in 21 housing projects completed during the past six months, 44,400 families are now living in large-scale, government-financed housing facilities, the National Association of Housing Officials reported today.

An additional 197 projects in actual construction or approved for building are reported by the Association as of November 1. Completion of these, in addition to several others that have been approved during the past six weeks, would more than double the number of living quarters during the next year. The developments include the local public projects built under the United States Housing Act, limited dividend projects developed by private funds with federal aid, and the projects insured by the rental division of the Federal Housing Administration.

A total of 24,880 families live in the 58 completed low-rent multiple dwellings financed by the United States Housing Authority or its predecessor, the Housing Division of the Public Works Administration. Four more developments are under construction and plans for 88 others have been approved for federal aid.

The remainder of the low-rent facilities are those built by the Farm Security Administration on suburban or rural land. More than 10,000 families are housed in 87 of these projects. One new project to house 102 families is under construction, and another for 88 families is approved for building.

Multiple dwelling rental projects financed through mortgage insurance of the Federal Housing Administration are now housing 18,951 families, the report shows. Twenty-six of these multiple dwellings have been completed, half of them during the last last six months. An additional 63 developments are under construction, and financing has been arranged for 39 more. These projects are all in addition to the mortgages insured by the Federal Housing Administration for small dwellings.

Large-scale government-financed housing has thus far been concentrated mainly east of the Mississippi River, except for Texas, which along with New York shows a high total of 36 projects. Among other states with numerous large-scale developments are: Pennsylvania, 22; Ohio, 20; Alabama, 18; New Jersey, 17; and Maryland, 16. Twelve states have no government-financed large-scale projects of any kind.

Traffic Officers Training Schools To Have 1,000 Graduates

Announcement of the first traffic officers training school on the Pacific coast, which will bring the total number of specially trained traffic policemen to more than 1,000, was made today by the International Association of Chiefs of Police. The school will be held at the University of California, Berkeley, Calif., Jan. 11 to 21.

The California school, which more than 50 officers from the Pacific coast region are expected to attend, is the seventh to be established in various parts of the country. Since the first of such schools was established in connection with the Northwestern University Traffic Institute in 1935, the special training courses have been held at Pennsylvania State College, University of Alabama, University of Maryland, Rutgers and Harvard universities. All of the schools are held at least once each year.

Police officers in active service are eligible as traffic training students. The courses, usually on a two-week basis, include daily classroom lectures and laboratory and field work.

Subjects studied by the student policemen include organization of traffic divisions, selection and training of traffic personnel, and principles of traffic law and engineering. The curriculum also stresses public safety education.

In the traffic school laboratories the police officers learn how to make various types of intoxication tests and the principles of motor vehicle inspection. The field work includes study of accident investigation from actual cases. The policemen also learn to keep records which can be analyzed to reduce accidents at the locations and under the conditions where they are most likely to occur.

The Northwestern University Traffic Institute also held its first school for executive traffic officers at Evanston, Ill. this year. Eleven officers representing eight states and the Panama Canal Zone attended the two-week course. In addition to the short-course schools, the Institute for the past three years has held a nine-month school for traffic policemen on leave from their forces. Forty-four officers have taken this training.

Equal Treatment For Persons On Relief Reported As General State Problem

The financing of relief programs which will provide equal treatment for persons dependent on public aid throughout the nation bulks as one of the major state problems, the American Public Welfare Association said today.

Persons on general relief now receive unequal treatment as the result of varied standards and methods of administering relief as well as from the amount of funds available for relief purposes in the various localities, the Association said. Reports presented at a recent national conference of welfare administrators estimated that the permanent relief load of the country may be from 8 to 10 per cent of the entire population, it was pointed out.

The typical situation is that prevailing in states which provide, with federal aid, a high standard in administering assistance to aged persons and dependent children, while direct relief is left to local governments without adequate funds or supervision, according to the Association.

The administrative provisions for general relief cited by the Association show that of the 36 states appropriating money for relief purposes, only 11 fix the relief standards. Eleven of the states and the District of Columbia give cash relief only, while 19 states give only relief in kind--food and clothing. In 31 states wages are supplemented by relief when they are too low for subsistence, and in 35 states relief aid supplements other kinds of assistance.

Four problems are to be considered in future plans to deal adequately with the general relief situation, the Association said. These are: (1) The method of financing the federal share in relief costs. (2) Working out of a definite formula for the distribution of costs between the states and the federal government. (3) The relationship between the insurance and assistance provisions of social security programs. (4) Integration of work relief and direct relief programs to overcome the present unequal treatment that exists because of the general inadequacy of direct relief.

Machine Procedures Aid Civil Service Budgets

Use of machines by large civil service agencies to save time and money in routine work was reported today from various parts of the country by the Civil Service Assembly of the United States and Canada.

The Michigan State Civil Service Department, which will be one year old January 1, has made an almost complete installation of machines to perform clerical and routine work, notably in the recruitment division. The department is now determining the feasibility of adopting mechanical test scoring to a large-scale public program.

Reduced clerical and routine expenses represent a saving to the personnel budget, the Michigan personnel department reported to the Assembly. While most agencies spend from 60 to 90 per cent of the personal service budget on pay for clerical and routine tasks, Michigan has already shown a reduction to 57 per cent.

For the past three years the California State Civil Service Department has used mechanical procedures in its "automatic" recruiting program. Card records of all applicants for civil service jobs, which are filed by the hundreds, are coded in such a way that a machine can select those who should be notified about a particular examination.

New York's State Civil Service Department is experimenting with mechanical tabulation equipment for setting up eligibility lists, and expects to use it later for certification lists and pay roll compilation.

New York City for the past year has utilized an electric scoring machine which can score about 800 civil service examination papers an hour. Candidates select "true-false" answers with a special pencil that makes an electrically conductive mark which the recording machine can check.

Machines are also in use for various clerical procedures in federal civil service offices and in the personnel division of the Tennessee Valley Authority.

Three Cities Over 500,000 To Have Accident Prevention Bureaus

With the installation of a motor-vehicle accident prevention bureau getting under way late this month, San Francisco will join Detroit and Cleveland as the third metropolitan city to add such a bureau to its police department, the Safety Division of the International Association of Chiefs of Police reported today.

San Francisco will attempt to reduce a high motor vehicle fatality rate of the past several years, which in 1937 totaled 19.2 deaths per 100,000 of its population - four per cent higher than in all twelve other cities in the same population class. Seventeen cities in the country which have accident prevention bureaus showed a reduction in fatal traffic accidents averaging 34 per cent during the past year, according to the Association. These cities also reduced personal injury accidents by 26 per cent.

Among recommendations made in the Safety Division's preliminary survey of San Francisco's particular problems were: establishment of an accident investigation unit with man-power gauged to the time of day when most accidents occur, and the provision of radio patrol cars for this unit. The city was also advised to hire a traffic engineer and the police department was urged to cooperate in inaugurating driver training in the high schools.

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Two Localities Cut Pay Roll Costs By Strict Sick Leave Check-Up

Careful check-up on sick leaves of public employees by personnel agencies has reduced pay roll expenditures in two localities, the Civil Service Assembly of the United States and Canada reported today.

The Jefferson County (Ala.) Civil Service Commission last year cut its pay roll \$29,304 by deducting employee pay for absence in addition to the annual 12 days' sick leave and two weeks' vacation. This amount represented 6,600 employee-days at the average pay of \$4.40 a day, which was forfeited by the employees who took extra leave. Employees injured while on duty were given necessary additional sick leave with pay.

Minneapolis, Minn. reported a reduction of 17.6 per cent in the number of days taken off by employees during the past year after a strict sick leave reporting system was enforced. A part-time medical examiner was hired by the Civil Service Commission to check on persons in ill health and to give advice on the necessity of sick leave.

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City And State Governments Push Plans For Retirement Systems

With more than 500 private businesses providing their employees retirement benefits to supplement old age insurance under the Social Security Act, state and municipal governments are accelerating their plans for retirement systems, the Municipal Finance Officers' Association of the United States and Canada said today. Local and state government workers are not included in the old age benefits under the federal social security law.

Although nearly 4,000,000 government employees are now included in retirement systems, the majority of these are classified employees in the federal service and public school teachers. Retirement systems exist in fewer than 10 states, and in only 519 cities of more than 10,000 population. Many of the city retirement systems cover only policemen and firemen.

Retirement legislation is planned for proposal in at least nine states holding sessions in 1939. Systems for state employees will be proposed in Illinois, Wisconsin and perhaps Michigan. Plans for state-wide systems whereby local governments may participate in a state fund or in a joint municipal fund will be introduced in California, Illinois, North Carolina, Pennsylvania, and Wisconsin. Teacher retirement plans will be suggested in Nebraska and New Mexico, and Vermont will consider a retirement system for policemen.

More than one-fifth of the cities set up their systems within the past five years, according to a recent survey. Over 60 Massachusetts cities set up uniform plans on the basis of permissive legislation which went into effect January 1, 1937. During 1938, Milwaukee inaugurated a plan covering all employees, and Ohio put into effect an act compelling all municipalities to join a public employees' retirement fund which also includes state employees.

Chief concern of the local governments establishing retirement systems is to set up an actuarial reserve plan which is economical and will assure benefit payments, the Association said. Because a large number of participants is necessary in order safely to absorb the risk and economically absorb the overhead, municipalities are turning to state-wide plans administered jointly by participating municipalities or by the state.

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State Assessment Proposed For Several Types Of Property

Assessment methods

Transfer of assessment of several types of property from local officials to state tax departments may be one means of improving assessments, a report issued by a special committee of the National Association of Assessing Officers declared today.

The report by the Association's Committee on Assessment Administration and Personnel points out that local assessors are frequently required to assess such non-local property as public utilities, forest lands, rolling stock of transportation companies and intangibles, although with their limited facilities they face "a well-nigh impossible task."

The committee recommends that local assessors continue to assess privately owned real estate and tangible personal property not appropriate for assessment by state agencies. The transfer of the other types of property to state agencies would give local assessors the opportunity to devote "time and energy now dissipated in the assessment of properties better adapted by nature to state assessment," the report declares.

Among the advantages of state assessment for such properties as utilities, mines and forests, and intangibles, the report points out, are that state governments have greater access to necessary records, and greater resources in personnel. State assessment of types of property recommended will also make it easier to adopt uniform standards and practices, which will result in greater uniformity of assessment on a state-wide basis, it maintains.

Among the principles recommended by the committee for division of assessment between local and state agencies are: that the division of jurisdiction between state and local agencies should be clear to both taxpayers and assessors, and that the agency assessing a property tax should be the agency which depends most heavily upon the proceeds of the tax.

Also, all property which lies in more than one local assessment district and which could more equitably be assessed as a unit should be assessed by a state agency.

Other classes of property which the committee found should be assessed by state agencies include migratory property constantly moving in and out of the state, property inventoried by state or federal agencies such as intangibles, and property found in relatively small numbers and requiring highly trained persons for appraisal.

Simplification Of Job Insurance Systems Listed As Major Problem

Simplification of job insurance programs to make them easier for the worker to understand and the employer to comply with is now one of the chief problems of the states in administering unemployment compensation, R. Gordon Wagenet, director of the bureau of unemployment, Social Security Board, today informed the Council of State Governments.

With 20 states moving into the benefit paying stage of their social security programs in 1939 to bring unemployment compensation to the entire country, these states have built up reserves totaling \$280,000,000, Mr. Wagenet said. All of the states had a total reserve of about \$961,000,000 in November, 1938, after 29 had paid unemployment benefits totaling approximately \$368,000,000, the director reported.

Although many problems including simplification of the systems remain to be solved, great progress has been made in selecting the personnel on a merit basis to administer the act, according to the director. He declared that "the wheels may have creaked in some places during the early months but the lubricant of experience is reducing friction every day."

Further progress in simplifying the systems, he said, will promote effective, economical administration and prompt payment of benefits, and reduce the reporting and record keeping required of employers.

The placement of workers in jobs through state employment services was listed by Mr. Wagenet as one of the "significant developments" in the social security program. He said, "The objective of the social security laws is to provide a job if possible, and then, if no job can be found, to pay benefits. During the first six months of 1938 the percentage of placements in private industry by state employment services was considerably higher in benefit paying states than in those not making payments.

"The fact that all insured workers who lose their jobs and seek work benefits now come to the employment offices means that more workers register here than ever before," Mr. Wagenet said.

States and territories which will begin paying benefits January 1 are: Arkansas, Colorado, Delaware, Florida, Georgia, Kansas, Kentucky, Missouri, Nebraska, Nevada, New Jersey, North Dakota, Ohio, South Dakota, Washington, Wyoming, Alaska and Hawaii. Montana and Illinois will complete the list next July.

Mr. Wagenet's statement will be published in the January issue of "State Government," monthly magazine of the Council of State Governments.

Cities Study Boundary Changes Under Differing State Laws

Many cities planning to change their boundaries by annexation, detachment or consolidation during 1939, before the next decennial census, must meet a variety of legal provisions, a survey by the American Municipal Association showed today.

The survey pointed out that annexation has slackened in the last decade, after a heavy period of activity. Since April, 1930, there have been 344 annexations and 105 detachments in all cities over 10,000. During a previous 15-year period, 14 of the larger cities alone made 99 annexations.

All but 11 states provide some general method by which one or more classes of municipalities can add or detach territory, according to the survey. In the 11 states--Connecticut, Delaware, Florida, Georgia, Idaho, Louisiana, Maine, Maryland, Massachusetts, North Carolina and Rhode Island--cities must seek special acts of the legislature for the purpose.

In the other 37 states cities are either granted the privilege of taking action through their councils, petitioning for the change in territory, or they can make the move by ordinance. Elections are held for final approval of the annexation or detachment in a majority of the cases. In a few states courts act upon such proposals after holding hearings for interested property owners.

Although boundary changes frequently have a decided effect on financial obligations of the units of government involved, only about 20 states make definite provisions for dividing the debts of governmental units in the annexation or detachment process.

A substitute for annexation in some cases has been devised by several states which grant municipalities control over property outside their boundaries for such regulation as lot size and street arrangement. Michigan cities, for example, can exercise such control for three miles beyond their limits, while Minnesota municipalities have a two-mile control. Most cities, also, permit their municipalities to ownlands outside city limits when they are utilized for recreation or public utility purposes.

Basic Fire Records Offered Municipal Departments

Fire protection

Eighteen basic fire record forms that can be utilized by municipal fire departments as a practical aid in fire-fighting and prevention activity were made available by Public Administration Service today.

The forms, designed to simplify record keeping and improve fire department administration, can be used by cities of all sizes. They provide a standardized method of showing fire company runs, and information on apparatus and equipment. Also included are records for store and dwelling inspection, which indicate where special fire hazards are present, and summary-cards for reports by insurance adjusters on fires that occur.

These records are consolidated on a monthly form, showing the trends in fire losses and causes, as well as information on the effectiveness of the fire department.

Although some cities realize that fires are fought with paper and pencil as well as water and chemicals, it has been shown that many of them have built up their fire records systems in a haphazard manner over a long period. Some of the records originated in this way are useless and in other cases records necessary to good fire department administration are found completely lacking.

The 18 basic record forms were chosen from a manual on modern fire records prepared earlier this year for Public Administration Service by DeWayne Nolting, consultant to the National Fire Prevention Association. The forms were made up after surveys of record keeping systems had been conducted in more than 100 cities.

1 Public Health - Regulation

Two Cities Substitute Sanitary Requirements For Food Handler Examinations

Since Hartford, Conn. changed its health regulations covering public eating and drinking places in 1936, the number of properly disinfected glasses and dishes increased from 33.4 to 85 per cent, the International City Managers' Association reported today.

Hartford, like several other cities, abandoned the customary municipal requirement of periodic medical examination of food handlers, and substituted stringent sanitary regulations for employees and equipment in places dispensing food and drink to the public. The city's health department gives instructions on proper disinfection of utensils and the observance of personal hygiene.

In addition, the health department requires food and drink dispensaries to display record cards scored monthly by health officers, showing their rating on sanitary and other health factors.

New York City also substituted a regulatory program for routine medical examination of food handlers in 1937. The New York health department found that it cost the city too much to give complete physical examinations to certify that food handlers were free from communicable disease. Furthermore, there was no assurance that the food handler would remain free of disease during the tenure of his health certificate.

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Concessions + ...

59 Cities Grant "No Parking" Privilege For Loading Zones

The practice of setting aside curb space for loading zones in front of private property is reported in 59 cities surveyed recently by the American Public Works Association, the Association announced today.

Stores, theatres, hotels and residences make application for the privileges, which the various cities clear through the police, traffic or engineering departments, or the city council.

Five of the 59 cities make annual charges from 10 cents a foot to an over-all fee of \$10 for the privilege. Philadelphia charges \$25 for the first year and \$10 for each year thereafter. Forty-five of the cities paint the curbs or erect "no parking" signs, several of them charging the cost of the signs back to the property owner seeking the privilege.

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